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MAY JOURNAL OF SOCIAL WORK 1939

Conversation at Buffalo

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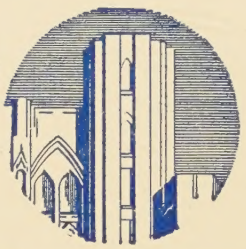

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So They Say

• Woman and house neat but bare.

• Couple breaking up home, friends helping.

• Until a year ago this applicant delivered ice and was a man of affairs.

• Since Christmas family has been living on a Democratic club basket.

• Couple's only source of income is four boarders all out of work. They owe $600.

• Man is aggressive—has nine children.

• Roomer pays no board as he usually acts as godfather.

• The people have religious pictures all over the place, but seemed clean, however.

• Man recently had operation but is able to hold any position he assumes.

• Woman ailing at present—eyesight poor—does housework when able to find it.

• Apartment crowded and untidy. Saw evidence of girl in clothing.

• Woman has no job to be mentioned.

• Man has diabetes and is insulated twice daily.

• Woman is saving up for an illness.

• These people are extremely cultured. Something should be done about their condition.

• Woman says they are a delicate family and must have steamed apartment and eggs and oranges.

• Applicant has one child who is three months old and owes twelve months rent.

• Applicant took job in home for working girls. Lasted three weeks.

• Man has ulster on his stomach.

• Applicant and wife are illegally separated.

• Applicant worked in children's underwear, let out recently.

• This woman is ill but is being treated. The gas has been turned off.

• Saw woman. She has seven children. Husband a veteran.

• Woman still owes $45 for a funeral she had recently.

• This family seems to be just sitting around waiting for grandmother to get old enough for pension.

• The daughter, Mary, is active mentally and otherwise. She has advanced herself, but not at home.

Collecting "gems from the notebooks of social service investigators" is an indoor sport of the editor of the Murphysboro, Ill. *Independent.* This particular collection was reprinted in *The Covington Courier,* Andalusia, Ala.

• Applicant is typical real American. He is the father of eight children.

• Woman badly bruised. Furniture man took bedsprings.

• Good type of American family, refined but intelligent.

• Woman says husband has illness that sounds like arithmetic. I think she means arthurities.

• Family's saving all used up—relatives have helped.

• Applicant's wife is a lady and hardly knows what it is all about.

• Woman taught bridge and suffered broken leg.

• Applicant and family got $14 from neighbors for moving from former address. Saw mother and a child—evidence of a father.

• Woman is willing to struggle if given an opportunity.

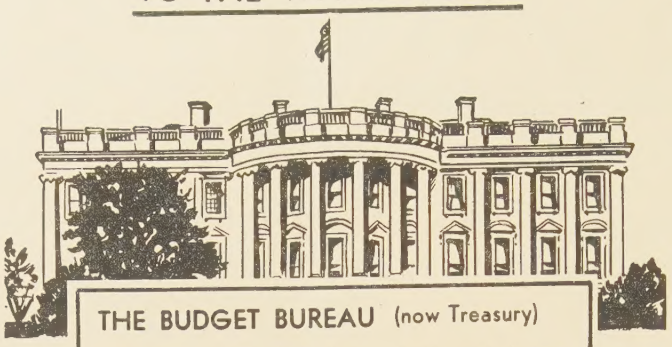
• Applicant's wife is making little garments through the kindness of a neighbor.

• Couple have been completely stripped. Now barely able to get along.

• Nice quiet home family. Dorothy has been out since July.

• Applicant says he is an Eagle and he and his wife have been living on a brother Eagle for the past two months. Last week wife fell and sprained her leg, says no matter which way she looks at it she has nothing.

TO THE WHITE HOUSE



THE BUDGET BUREAU (now Treasury)

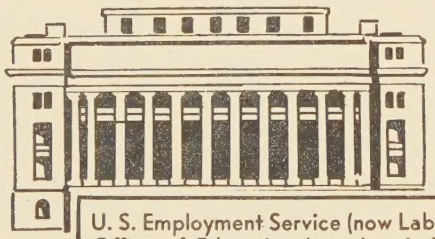
Central Statistical Board (from independent status to Budget Bureau)
Central Statistical Committee (functions transferred to Budget Bureau)

also

National Resources Planning Board (combining National Resources Committee now independent—and Employment Stabilization office—now in Commerce)

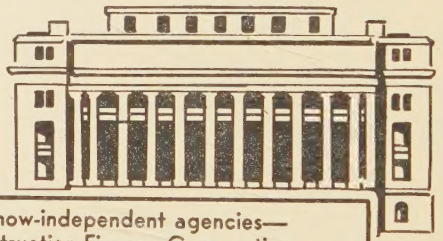
One of six 'executive assistants' to serve as White House liaison agent on personnel

INTO A NEW FEDERAL SECURITY AGENCY



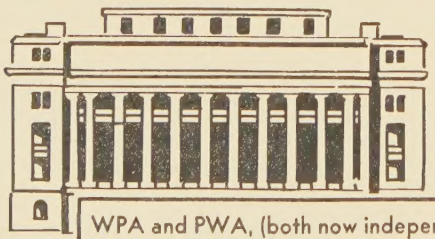
U. S. Employment Service (now Labor)
Office of Education (now Interior)
Public Health Service (now Treasury)
National Youth Administration (now WPA)
Social Security Board (now independent)
Civilian Conservation Corps (now independent)

TO A NEW FEDERAL LOAN AGENCY



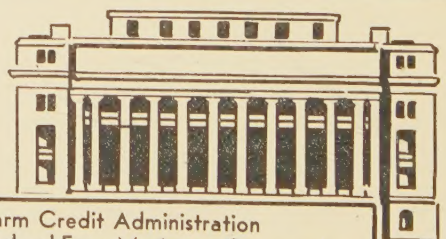
These now-independent agencies—
Reconstruction Finance Corporation
Electric Home and Farm Authority
Disaster Loan Corporation
RFC Mortgage Company
Federal National Mortgage Association
Federal Home Loan Bank Board
Home Owners' Loan Corporation
Federal Savings and Loan Insurance Corporation
Federal Housing Administration
Export-Import Bank of Washington

TO A NEW FEDERAL WORKS AGENCY



WPA and PWA, (both now independent)
Bureau of Public Roads (now Agriculture)
Public buildings branch of Treasury's Procurement division
Most of the Buildings branch of National Park Service (now Interior)
U. S. Housing Authority (now Interior)

TO DEPARTMENT OF AGRICULTURE



Farm Credit Administration
Federal Farm Mortgage Corporation
Commodity Credit Corporation
(all now independent)

Pictures, Inc.

Chart showing the President's Plan I, submitted to Congress in accordance with the provisions of the Reorganization Act. [See page 141.] This regrouping reduces the number of agencies which report directly to the Chief Executive

SURVEY MIDMONTHLY

MAY 1939

VOL. LXXV NO. 5

Conversation at Buffalo

By HELEN CODY BAKER

THERE is no real Midtown, and no real Northpost. These are imaginary cities. The characters in this triologue are imaginary, too; but the points of view which they express are authentic. Everything they say has been said, during the past few weeks, by some member of the National Conference of Social Work. I know that there are many other points of view which are not included, and beg that no reader will think this an attempt to say everything that should be said, or to arrive at any conclusion. It is merely an effort to begin saying publicly some of the things that we are all saying privately. We hope that it may lead to honest and open discussion of a subject which is important to us as social workers and citizens of the United States.

Three delegates of the National Conference of Social Work are talking in the lobby of the Headquarters Hotel at Buffalo in June 1939. It is Thursday of Conference week. They are waiting for the annual business meeting, where they will vote on time and place for the 1940 National Conference.

PETER JONES

Leaving emotions out of the picture—

JACK SMITH

But can we?

TOM BROWN

We can, perhaps. We three, talking sensibly together. They can't be left out of the meeting. Individuals can consider things calmly. Crowds can't. Whoever pulls out the tremolo stop on the good old organ will swing the vote. I can just hear the speech that will do it. Somebody will wave the American flag, damn Hitler and Mussolini, remind us that democracy is at the crossroads and appeal to us in the name of a great moral principle.

PETER

You're wrong there, Tom. What you have most to reckon with is not a bunch of hot-heads; but some of the most thoughtful men and women here. They've sized up the Nazi persecutions for what they are—a flareback to savagery. They've seen how race hate has been inflamed over there to scorch everything we stand for, and they see people around them trying to fan it here. This of all years, they are bound to be concerned that the social workers of the country don't knuckle into intolerance at home. There *is* a moral principle at stake.

TOM

A lot of principles are at stake: one is the greatest good to the greatest number. Majorities have rights, too. Here's what will happen. As a crowd, we'll fervently vote to sacrifice comfort, convenience and accessibility to half the United States and decide on Northpost because its hotels promise us no racial discrimination. Then we'll go home and change back into individuals. We'll remember all the cool, calm arguments in favor of Midtown. Even if we still believe the Conference ought to go to Northpost, we'll not—as individuals—be very crazy about going there. So most of us will stay at home in 1940. And about 2000 southern and western social workers who haven't had a shot at a National Conference since 1934 will stay home too. They just can't get to Northpost, on their salaries.

PETER

Where do you get that figure?

TOM

Look at this map. Here's Midtown. That circle drawn around it has a radius of 600 miles. On the average, 80 percent of any Conference attendance falls in that area. It has varied from 62 percent to 92 percent over a six-year period. See what it takes in: north and south, the Canadian border to the Gulf of Mexico; west into Colorado and east into Pennsylvania and Virginia.

Now draw the same sized circle around Northpost. You cut out South Dakota, Nebraska, Kansas, Oklahoma, Arkansas, Mississippi, half of Georgia and a sizeable chunk of South Carolina. And what do you get? A huge piece of Canada, which never sends more than a few hundred delegates in any year and has its own Conference in 1940, and three eastern states which are always pretty well represented. When I say we cut out 2000 social workers I'm only making a shrewd guess, but it's backed up by Conference figures for the past six years.

JACK

What would that mean to the Conference in money?

TOM

Six thousand dollars. And you can't leave money out of it altogether if you want to go on having a National Conference. But I'm not considering those delegates in terms of dollars. The southern and western states we would be cutting out by going to Northpost are the very ones that need the Conference most. The new public programs have made a lot of difference. Every county has a social worker now.

JACK

What does Midtown actually offer? That after all comes close home to me as a Negro.

TOM

Hotel accommodations for 6238 people. A convention hall that provides twenty meeting places under one roof, for every sized crowd from sixty-five to 6500; no racial discrimination at our own meetings, luncheons or dinners held in hotels; a restaurant in the convention hall itself that will serve all meals to individuals during that week without discrimination.

PETER

How about housing?

TOM

A separate Negro housing bureau would guarantee that every colored delegate would be decently, comfortably and reasonably accommodated in private homes—both colored and white—and in the colored YM's and YW's or the dormitories of the Negro college.

JACK

Is that the best they've ever given us?

TOM

It's the first time in history that all the hotels in Midtown have ever signed a blanket agreement that there would be no racial discrimination in private dining rooms.

PETER

Is that the whole story?

TOM

No, a while back another organization met in Midtown and their headquarters hotel was at the disposal of all delegates without discrimination. When a Negro couple went into the bar, everybody else got out. That was an incident perhaps; but after the conference was over, permanent guests gave up their rooms, word got around among travelers, and local people who used the dining rooms quit coming. The same thing happened after another conference which had similar privileges. In spite of this experience, corridors, elevators and Conference luncheons and dinners will be open to all our delegates without restriction—it's the first time that any such blanket agreement in the hotel association has been made in that city.

PETER

What about it, Jack?

JACK

I'm asking. And listening.

PETER

All right. I'll stick my neck out. For ten years we've been going steadily forward in this fight for equal treatment of all our delegates. Now you want us to cave in. To retract an established policy. . . .

TOM

Hold on. What policy?

PETER

That the National Conference would meet only in cities where the hotels have agreed to treat all members alike.

TOM

The first time that any such principle was ever even put into writing was in 1938. We got it down in black and white at Seattle. I've read it over so many times that I know it by heart. It falls into two parts: First, we decided to meet recurrently in a series of predetermined areas, *in such a way as to reach the greatest possible number of individual social workers, public officials and volunteers in all parts of the country.* Second, we went on record as determined, through the policy of selection of and negotiation with each Conference city, to continue our *traditional practice to achieve progress* in securing no-discriminatory treatment of all our delegates.

JACK

Carefully worded, wasn't it?

TOM

What we have been doing is building a tradition. But unless we use the principle that underlies it to achieve progress, city by city, wherever we meet, we simply eliminate the solid South and cities like Midtown that are right on the borderline. I think we ought to do a lot of thinking before we shift to a hard and fast policy that wipes out a whole section of the country as a meeting place during our generation.

PETER

Things change.

JACK

Not that fast. Not in our time.

PETER

But in our time, we certainly hewed to the line a few years ago when we shifted the Conference because the hotels in one city wouldn't make the grade and went to another city where they would, and put on a great meeting there in short order. And I shouldn't like to see the Conference backtrack.

TOM

The Conference didn't vote on that. Our executive committee took action in an emergency, because the hotels in the city where we had planned to go backed down on a gentleman's agreement. They hadn't put anything in writing, but they had promised us no discrimination on the understanding that everything could be managed quietly.

The year before, you'll remember the Conference met in a Canadian city where the leading, responsible hotels had signed a written agreement to take all Conference delegates without discrimination. They lived up to that agreement. They were full up when, on the opening day of Conference week, they turned away a small party made up of colored and white. These did not seek out the housing bureau of the Conference which was handling other late comers in private homes. They had a bad experience in applying at a hotel of a different stripe outside the association. The real facts were slow to get around, but agitation in their behalf did, and got widespread publicity.

With this experience freshly in mind, the executive committee felt that we could not leave it at a gentleman's agreement the following year. Any arrangement we made had to be on a much more formal basis. So a Conference committee sat down to talk it all out with the hotel men in the city where we had planned to go. When the hotels saw what they might be up against they just couldn't take it.

JACK

Couldn't take what?

TOM

The kind of a demonstration that was made in Canada, and the inevitable publicity that would follow it. The hotels in any city except a typical resort town have to depend on their year-around trade. If they alienate the home folks and the traveling public from the regions they most depend on, they can't stay in business.

PETER

Are you arguing that the National Conference of Social Work should compromise with its ideals to help the hotel men stay in business?

TOM

Look, Pete, I'm not arguing *for* anything. I'm pointing out facts. Hotels aren't educational institutions. They're commercial enterprises. They don't try to write our principles. We can't dictate their terms. The trouble with us—as a group—is that we are too apt to think anybody who isn't with us is against us. We expect cold blooded business propositions like hotels to fight our battles for us. When they don't, we take it personally. Look at it this way: our business is to improve life for human beings. Theirs is to make money. We help them make money when we go to the cities where they work. In exchange, most of them are willing to help us in our fight against discrimination if they can do it without cutting their own throats.

To carry out the first part of the policy stated at Seattle in 1938, and reach the greatest possible number of individual social workers, we've got to rotate among five areas. To carry out the second part, we must *"achieve progress in securing no discriminatory treatment"* of all our delegates. All I'm saying is that if we go to Midtown in 1940, we shall have achieved progress. And we shall make our meetings available to 2000 delegates who have been locked out by the distance and expense since Kansas City. But if we turn down Midtown because its hotels won't come all the way, and pick up our marbles and go and play in Northpost, we'll be practically duplicating the territory served this year.

PETER

Yes, but—

TOM

Wait a minute. Do you know how many Negro delegates have ever stayed in our hotels at any Conference? Seventy-two. At Indianapolis. Is it sensible or just to discriminate against 2000 delegates for the sake of seventy-two, especially when the seventy-two will only have to take discrimination one year out of five, or three out of ten at the most. For I wouldn't give way an inch in any northern city where we do have a choice. I'd fight to the last any move to build up or intensify a Jim Crow system anywhere. And I'll stand behind the Conference committee in every effort they have made and will go on making to "achieve progress" in any city that did have such a system. But when they have struck the best bargain that they can engineer, and when it's a better bargain than has ever been struck before, I'd take it and go to that city on its own terms. Before we get back to principles, as I can see you're aching to do, let me state that one of my principles is not telling other people how to run their business. I get the jitters when we Yankees take a holier-than-thou attitude toward the South. I'm all for reform, but I'd like to see it begin at home. I think about Chicago—my own city—and one of the cities where the National Conference can't come because of the attitude of our own hotels.

And I think of social workers I know in the deep South who are working harder than we dream of working to wipe out tuberculosis and hookworm and get decent housing for colored people. I know one southern city where there is a Tb institute every year for Negro physicians. As a result of these institutes the county commission has appropriated the money for a Negro clinic that has closed hundreds of infectious cases of tuberculosis. When the southern white woman who started all this told me about it last month, her face lighted up but when I asked if I'd see her in Buffalo she just looked blank. She'd never even considered going.

PETER

Are you through? Then let's get back to principles. Aren't the conditions that you talk about in northern cities good reasons for not weakening our stand? If we accept discrimination anywhere, how can we refuse to accept it in Chicago. Whether the Conference has ever put it in writing or not, the first principle of social work is the dignity and sacredness of human beings, without regard to religion, blood or nationality. Compromise with that, and you're sunk. Everything else you are trying to do becomes meaningless. For ten years we have been building up the strength that consistency gives. We can't afford to weaken it ever by giving way. We especially can't afford it right now, when our stand is being challenged all over the world. Whatever we do, we can't escape publicity. We're too darn big. If we stand out against discrimination we'll get it. If we compromise, we'll get it. I'd rather take it for standing fast than for going back on the one thing that gives our job an atom of meaning.

TOM

That's a strong argument, Pete, and I haven't any quarrel with it, as an ultimate goal. But I think of a principle as something that you work *toward*. As far as you can. As fast as you can. We believe in adequate relief, for instance. Do we get it? We do not. But we keep working toward it. We believe that all men are—in essence—"created free and equal." But we see a long road ahead before that dream comes true. Just the same, we keep on dreaming, and working toward it. If we can look back and see that we've made progress we take courage. Every time I go south I see more clearly what the South has done and is doing for its own people. One reason I want the National Conference to go south, one year out of five, is so that thousands of northern social workers can see that picture as I see it.

PETER

Forgive me, but that's the bunk. Most northerners never see the right things when they go south. They see azaleas and Cherokee roses and Spanish moss and glamor and charm. And they often see difficulties so tremendous that they just give up trying to work things out. Not one in ten sees the struggle being made by the South to lift its own burden. Nine out of ten come home feeling that the Jim Crow system has its points. If they have any race prejudice—and plenty have—a trip south just stiffens it.

JACK

How do the southern social workers feel about it? Do they want the Conference?

TOM

Some of them do. They know what the Conference has to give, and they think the South needs it. Some of them are afraid of it. They would rather we'd stay away and let them work things out until more progress has been made. And many I've talked to don't care a hoot one way or the other. They get all steamed up over their state conferences, but the National Conference leaves them cold. The pressure for regional conferences comes mostly from the southern states. What we are risking is that we'll drift or split into two national conferences—one north and one south; and that can't be looked at as anything but a setback all down the line. The United States is bigger than any sectional attitude or prejudice.

JACK

But what do other big conventions do about housing?

PETER

The Federal Council of Churches tries to insist on no discrimination; the National Education Association and American Medical Association make no special effort. The National Boards of both the YM and the YW hold out for no dis-

crimination; so does the smaller National Federation of Settlements, which turned its back on Chautauqua this year because of racial discrimination and met at Kingstown at the other end of the lake. (*looking at his watch*) Well, we're due at the meeting in twenty minutes. I hate to go over there, Jack, without hearing what you've got to say.

TOM

I've been waiting for that, too, and hoping you'd speak out.

JACK

I'll try. But it won't be easy, and it's got to be personal. I can't speak for anybody but myself. There isn't any "typical" Negro, any more than there is a "typical" Caucasian. There's every range of opinion in our group, from conciliation to the kind of protest made in Canada and in other places.

I think I see both sides, but I can't help standing between them, because I was born there. That doesn't mean that I'll compromise. It means that I feel both pressures.

I won't compromise. I know how I'll vote on Midtown. I don't know whether I'll go, if the Conference meets there. But if I do go, I go as a human being and a professional social worker—not as a colored human being or a Negro social worker. I shall try to register at one of the Conference hotels. If I'm refused, I'll ask why, and get an answer. If I'm discriminated against, I'll protest—and do it in writing, to whomever is responsible. If there is a legal remedy, I'll try to take it. . . .

TOM

Even if it means that it may be harder for the Conference to go back to Midtown another year?

JACK

Yes, and even if I'm only one of seventy-two. I know you're thinking about the publicity, and—believe me—I don't like that any better than you do. Maybe there won't be any. I won't seek it. But I won't avoid it. I'll make my protest quietly, and I'll make it alone—but I hope you both understand why I've got to make it. My father was a Congregational minister in Alabama, and I've lived with this thing all my life. Life hasn't been easy for me, but it's been easier than it was for him because he had courage and he was consistent. I've got a ten-year-old son. Life won't be easy for him, either. But I believe it will be easier for him than it has been for me if I go on this way.

PETER

That's all I wanted to know.

JACK

Wait. We still have ten minutes. It has meant a lot to the Negroes of the United States to have our Conference take the stand that it has taken in the past few years. Some of us will feel that you are letting us down if we go to Midtown. I won't. I see perfectly why it may be the wisest thing to do. I'm an American too, and I don't want to see the Civil War fought over again in the National Conference of Social Work. But I've got to go on being an American social worker. I can't go back to being just a Negro. And when I go where the color of my skin is more important than my citizenship, education or profession, I've got to make my protest.

TOM

I see.

JACK

Sorry, Tom, but you don't. Your mind sees. But your nerves and blood and bones can't. You've never ridden on a train and been refused service in a diner. You've never gone into a hotel and been refused a bed.

TOM

You're right. I can't see. But I can worry.

PETER

So can I. But not about the Negroes. They've come a long way since 1863. I'm worried about the white people—my own people—who simply can't face up to the situation that their great, great grandparents—New England sea captains and southern planters—bequeathed them.

JACK

That was done long ago and can't be undone. Where do we go from here?

TOM

To the annual business meeting of the National Conference of Social Work.

Detroit's Youth Council

By EDNA NOBLE WHITE and ELISE HATT CAMPBELL

DETROIT'S Council for Youth Service has developed rather naturally from a number of earlier efforts which showed that there was an interest in the city in studying and finding a solution for the problems of present-day youth. Detroit's coordinated plan is little more than five years old. In general, its history typifies principles and practices which have brought good results in other communities.

A 1935 report of the U.S. Office of Education shows that the usual beginning in community organization for the service of youth is to establish a council made up of representatives of leading public and private agencies—schools, public welfare departments, settlements, law enforcement divisions, public employment offices, and sometimes representatives of labor and management. Almost all youth councils from the first have attempted to coordinate the resources of the community for service to youth, working within the existing framework and, at least at the outset, not attempting to develop new services. Memberships and programs are related to four generally recognized concerns of youth: vocation, avocation, education and training, personal adjustment. The council activities sometimes involve enlargement of opportunities for placement, recreation and education. Some councils operate without funds of their own, using the facilities of member agencies. Others have found that their work advances more rapidly with a small paid staff which helps formulate objectives and develop programs.

In Detroit, the two elements necessary for social action were present—the recognition of a need, and a leader. The

leader, a woman of vision and initiative, had had a long career in social work, in the course of which she had noted the concern of many people and agencies with the problems of youth—out-of-school, coming of age, still unemployed, baffled, discouraged. This woman interested a number of agencies and individuals in the possibilities of a study of Detroit youth. Over 500 young people between the ages of sixteen and twenty-five, some from families on relief and some from self-supporting families, were interviewed. The study was a cooperative enterprise, laid out by a committee made up of representatives of the Board of Education, the Department of Public Welfare, the Federation of Settlements, Boys' Work and Girls' Work Councils, the YMCA and YWCA. It was headed by two specialists, Dr. Rachel Stutsman of the Merrill-Palmer School and Ray Johns of the state office of the YMCA. The committee prepared the interview forms. The interviewers were volunteers from the Detroit office of the division of research, statistics, and finance of the Federal Emergency Relief Administration, which also gave the interviewers supervision and clerical aid. The data were analyzed by Dr. Rachel Stutsman and a report, "What of Youth Today?" was published through the financial assistance of a public-spirited citizen and the Board of Education.

THE interviews made clear the need of youth for guidance in educational, avocational, personal, and vocational adjustments, and the study resulted in the organization of a permanent Council for Youth Service. This council was an independent organization, but represented the public and parochial schools, the Council of Social Agencies, the Department of Public Welfare, certain private youth agencies, an employers' association and organized labor. On its staff were two young people representing the youth it sought to help.

The state director of the National Youth Administration took the initiative in developing the organization of the Detroit Council, since he needed a group of community leaders to sponsor NYA projects. The chairman of the council was the superintendent of schools and its paid executive secretary was the woman leader already mentioned. Funds for salaries in council activities were secured from a private foundation and office space was furnished by the Board of Education.

The executive secretary of the council was asked to direct the training projects of the NYA, and did so for more than a year. This participation in a government enterprise created further bonds between the council, the NYA, and community agencies.

As the work of the council proceeded, staff members of agencies employing young people became aware that while these young people were getting training through their jobs, they were in great need of guidance in their personal lives, and that they were surprisingly ignorant of community resources along these lines. They had little spending money and yet craved recreation and normal social life. Where could they get it for low cost? What had the community to offer them? They wanted full time jobs, but they did not know what fields to enter nor where and how to apply for jobs. They realized the need for further education, especially vocational training, but they were uncertain about what occupational studies to follow and ignorant of the facilities for instruction in the city. They had personal problems—home adjustments, health, social and emotional difficulties which made job seeking difficult. They spent much time with various sponsors of the council, pouring out their troubles, but not all these sponsors were equipped to give adequate guidance.

Experiments in group guidance disclosed the puzzling problem of adjustment to the adult community which underprivileged youth was facing.

Such evidence, in addition to the findings of the youth study, demonstrated the need for a guidance service for out-of-school youth. The Detroit Council therefore asked the further cooperation of the NYA and the Board of Education in establishing a junior consultation service. The executive secretary of the Youth Council was made director of this service, and at the same time gave up the directorship of the NYA projects.

The Junior Consultation Service is now two years old. It has had a sound development. By using all the existing community agencies, it furthered the coordination of such agencies in the service of young people. When the service was nine months old it was taken into the office of the division of guidance and placement of the Detroit Public Schools, thus combining two agencies for assisting out-of-school youth in employment and guidance. The project is now supervised by Dr. Warren K. Layton of the Board of Education, and the board's psychological clinic is in charge of the testing service of the project.

In view of its objectives, the Detroit Council for Youth Service has many duties besides that of counseling. These auxiliary services cover such activities as these: building up a file of resources in the community for youth classes, readings on occupations, special vocational counselors, social agencies, recreational groups; securing the cooperation of the public library for special attention to Junior Consultation Service clients who are referred to the library and in preparing special bibliographies for use in counseling; interesting members of service clubs in acting as special vocational counselors in unusual fields; interesting wealthy citizens in contributing to a loan fund for young people consulting the service; seeking, through conferences, to extend the employment opportunities of Negro youth; aiding in the vocational, educational, and selection programs of retail stores employing large numbers of young people; stimulating the use by industry of the placement facilities provided by the Board of Education; offering a round table in junior counseling to staff members of group work agencies and school counselors; aiding in solving problems of special neighborhoods where young people are causing trouble; aiding group work agencies in group counseling experiments; working with a community committee to improve conditions in public dance halls.

More and more young people come to the consultation service of their own accord—privileged and underprivileged youth, employed and unemployed, in school and out. All sorts of young people seem to feel a need for the psychological diagnostic service which is offered, and for advice in educational and personal problems. The response to the Junior Consultation Service indicates that public education should assume responsibility for out-of-school as well as in-school young people during the period when they face adjustment to adult life. The secretary of the Youth Council has pointed out, aptly, it seems that the state has provided adequately in its university and colleges for the health and guidance of the small percentage of young people who attend them, but has ignored the needs of the 90 percent of youth who face adult responsibilities without guidance, training or opportunities for recreation.

This Rural Social Work

By CAROL L. SHAFER

Menomonie, Wisconsin

IN times past a few social work adventure stories were heard from the rural field; but now a new call rings out. "We are doing social work, not just relief work, out here in the country. We have hundreds and hundreds of different duties. New philosophies and new practices must be developed. Help us formulate them." The profession rushes to the rescue. The rural social worker is on the map.

I often have wondered what it is that justifies a categorizing of workers into an urban and a rural species. Having worked in both city and country I never have been impressed by a wide variation between them. It has been said that the rural field requires a readaption of fundamental social work philosophy and techniques, "a new application of accumulated experience, principles and practice is under way." Yes, a new application is under way, but does not that process occur everywhere and constantly? Is it not one of social work's middle names? To maintain that the rural field is unique in its needs and treatment requirements seems to me an unworthy position, needlessly dissipating our efforts. Why take two winding roads to see the view that the top ridge-drive reveals in splendid panorama? The arguments which uphold this division are usually traditional assumptions, not clear candid camera shots of modern experience.

Rural social work, I have been told, differs because of the country itself. "Look at the great distances, farms far apart, dinky isolated villages. Why wouldn't social work on those God-forsaken prairies and mountains be different than on Halsted Street, Chicago?"

Well, what is a "rural" area? A morass of controversy catches anyone who tries to define it in terms of culture, economic or political organization, or characteristics of inhabitants. Population density seems to be the most widely accepted measure, so the census bureau's definition shall suffice for this discussion. Rural is all open country and all villages under 2500 in population. However, the questions which I want to raise apply also to the less restricted meaning of the word.

Is every locality of this designated density so similar that social work in these areas can be set off and taught as "rural social work?" "Rural" is not just an eighty-acre farm tucked between hills and snowed in every winter. It may mean the Bad Lands of North Dakota, a New England village, or the hills of Kentucky. It includes farms, stores, schools, churches, factories, mines, railroad yards, homes of every type. Everywhere under 2500 population covers such an assortment of localities that only the most ruthless of clerical minds would slip them and all their people into the same folder.

"Look at the great distances." Great distances and isolation are less typically rural than is commonly believed. Distance is no longer measured by miles, but by minutes by auto, hours by plane, or connections by wire. It is fifteen minutes by auto from the edge of this rural county to the hospital in the center. To drive from South Chicago to St. Luke's or from lower Manhattan to the Orthopedic Hospital on East 59 Street takes longer than that. Here indeed is the individual who lives today as far removed from the outside world as did the early homesteader. Surely on the basis of geography and time it is ridiculous to say: "This is the way to help people in villages and country and that is the way to help those in cities."

"People are different in the country," the argument goes on. "They are naive, gullible, even ignorant. But what can one expect with their environment? Cultural opportunities are nil. Living alone always does things to people. Everyone knows the farmer is a strong individualist. You can't tell him anything. It takes a special technique to work with him."

LIVING alone usually does produce strange individuals. But who lives alone today? One may find a trapper in the woods, a village witch, a poet in his garret, or a maiden lady with seven dogs in some rear apartment, but few people in city or country really are isolated unless they want to be and work at it. It is true that country residents seem to differ from city dwellers in the type and number of their contacts. Intimate family contacts are likely to predominate in small places; casual contacts in large centers. But how chart the influence of these contacts upon the life of an individual? How weigh them? How many secondary equal a primary? What is the average number of each per individual in city and country? It becomes apparent that generalities on this matter can be sounded only by the sweeping-statement addicts.

"Cultural opportunities cannot compare with the city," they say. Yes, I agree. But who takes advantage of these opportunities whether urban or rural? To the destitute and low income groups wherever they live cultural opportunities seldom are available. Public schools are everywhere, but the country boy quits the grades to work on the farm and the city boy leaves as soon as he procures working papers. Relief families, city or country, have few newspapers and fewer books; only the exceptional one possesses a library card. The theater, the lecture, the opera and the concert hall are all out of price range of the poor, while radios and movies of more doubtful cultural value are about equally available to the low income groups in either city or country. Museums and exhibits are urban advantages, but even when free they are not frequented much by people who could never afford training in the arts. Too many of us, city or country folk, never will experience "finer" enjoyments in living because our teachers are poverty, drudgery and ignorance.

The notion that rural people are strong individualists is a superstition, however traditional. The old romantic picture of the farmer, a solitary Millet figure standing on his freshly turned field, a philosophical union between earth and God, must be put in the attic and a Thomas Benton mural, crowded with brawny men and whirling machines, hung in its place. The farmer depends upon much more than God's weather and his own strong back. He studies and experiments with crops, fertilizers, balanced diets and

pedigreed stock. He must know markets, AAA brochures and Farm Union advantages. Farmers loaded with debt (and most of them are) or the farm laborers, have even less economic freedom than city workers and scarcely more opportunity for independence. The farmer is no longer an individualist, but is dependent upon outside help, influences and events—and well he knows it. Furthermore, not all rural people are farmers: they are ministers, teachers, lawyers, doctors, shopkeepers, mill and factory hands and workers in countless other trades. They cannot be lumped together by occupation or characteristics of naïveté, unrefinement or stubborn individualism.

"No matter what you say," city friends maintain, "problems in rural areas are different. No slums, no organized vice, plenty of fresh air and helpful neighbors. Don't tell me the problems are the same."

Let us look at these rural problems and see if they belong in a separate category. Two years ago I made a thorough study of all the relief cases in a midwestern rural county and discovered almost every form of illness and misfortune. About 41 percent of the families were dependent chiefly because of economic difficulties; 22 percent because of ill health; and 37 percent for reasons broadly classified as social. No, misery takes much the same form regardless of city limits.

JOBS are lost in city and country. John Kaczmarek is out when the steel plant shuts down; Pete Johnson when the creamery fails. Marie loses her job when the Broadway restaurant closes; Jean when the Willow Springs tea room loses its summer tourist trade. Little businesses go in the red on Main Street as well as on Fifth Avenue. And the "farm problem" (a broad wave of the hand should accompany such phrases) is in principle very similar to any small business. Much of the social worker's bewilderment has resulted from a strange belief that a farm is made up of brooding hens, seeds under ground and other incalculables. I've found it about as hard to evaluate the stock of a farm as that of a secondhand store in the city, and easier to subtract the milk check from a budget than to deduct cash received from transient roomers in a casually run urban lodging house.

Swoops of fresh air, gallons of milk, rosy-cheeked children, Paul Bunyan men pitching hay, and a horse-and-buggy doctor appearing heroically in the middle of the night—this is the common version of our "healthy" countryside. County nurses say otherwise. Our nurse is haunted by pasty-faced youngsters, "Right in this dairy county, too. You know they actually sell the milk and feed their children canned stuff." No slums? There are Dogtowns and river flats. There are huts with chicken roosts, straw beds and tin stoves scrambled together; tarpaper shacks in swamps, housing seven or more; condemned hotels oozing with families and roaches; rotting privies, squalor, filth and disease. Grandma Beck died of cancer in the old homestead; the village minister's daughter had infantile paralysis; the millhand's eight children had diphtheria; that paper factory worker takes treatments for syphilis; Jake was ruptured while threshing, his wife has been bedridden since the last baby; the hired man's wife has had tuberculosis for three years.

Economic and health problems are not all. In the country as well as the metropolis husbands die and leave needy families, old folks become helpless, and young people "go wrong." What consternation in the village when Widow Lane had a baby two years after her husband died, and when the Schmidt boys robbed the filling station and shot a man. No one in Spring township will go near the Derber place: Mrs. Derber is "cracked," Mr. Derber shoots at trespassers, Jerry is a feeble slobbering hulk of a boy and Minnie, the unmarried daughter, age fifteen, has had two babies. Young Benson is a whiz at drawing and wants to be an architect but his father won't let him finish highschool. Big-eyed Mabel was caught distributing marijuana among the school girls. Her uncle formerly owned the finest hotel in the county, but now lives in a box car and his wife calls out the police once a month when he goes on a spree. A case count in a rural county reveals desertion, feeblemindedness, illegitimacy, incest, delinquency, incompatability, and on down those lists which are so similar in city welfare departments.

Are not these problems universal? There are variations, of course, but these are occasioned not by rough divisions of locale but chiefly by the differences inherent in each individual and his life experience. "Rural" and "urban," between which the border is never certain, are only two determinants among many others of greater strength. The uniqueness of the individual and differential treatment are principles of case work which need no redefining for the rural field.

"But isn't the rural worker more a community worker than a social worker?" It seems evident that the rural worker does have more community exploration and education to perform. However, every agency, rural or urban, public or private, has to know the needs and desires of its community and fit and interpret its work to the group in which it functions. Rural agencies are relatively new and small, hence much of this work falls directly upon the case worker. New agencies in cities must do likewise. It is highly probable that the size and status of the agency are more indicative of the amount of community work falling to the worker than the locality is indicative of the agency's influence.

THE final argument does have observable grounds. "Well, if everything else were discounted, it remains that the social workers themselves are different in these two areas. Rural workers are relatively unskilled and have very little professional training."

Most of the rural workers I know do lack professional training. But they also possess other qualities more difficult to measure and compare. State departments long have been searching for scientific methods of evaluating their workers. If we could weigh range of experience, general understanding, emotional maturity, acquaintance with a group or community, ability to organize work, to diagnose, plan and treat, I wonder how the balance would swing between rural and urban workers. The rural worker may keep her files in packing cases, may write letters in longhand, may drive thirty miles to visit one family, but by such artificial standards we cannot judge her.

That there *are* social workers in areas of less than 2500 or thereabout, of course I admit. They are the "rural social workers." But I submit that to set them apart is unwise and a waste of time. The fundamental principles of helping people out of trouble are as broad as human nature. The problems of the rural worker are "people's" problems, not just rural problems. The ridge road is far superior to the lower drives. It holds a strategic position, it favors us with an extended view, and it is the most direct route home.

THE COUNTY WORKER'S JOB

Tighten the Corner Where You Are

By JOSEPHINE STRODE

WE were discussing community interpretation at one of our district meetings—not of course for the first time. But now we were more than ever perplexed, for we had had it borne in on us that the security of our work was involved. It was Lera Colley who first pierced the confusion of our thinking.

"It doesn't make sense to me, that's all," she said, "I know I'm just plain pump-and-bucket class when it comes to social work theory, but I think we're all wrong about this. We're working too much *on* our communities, not enough *with* them."

We'd heard that before, maybe read it in a book somewhere, but circumstances gave it new poignancy, and we decided to take time to examine the situation carefully in relation to community interpretation. In our searchings we got right down to fundamentals, and it was then we discovered that back of all this drive to interpret to the community was our own need for acceptance and security.

Like a lot of other busy social workers we, from the first, had acknowledged the professional obligation to interpret the emergency welfare program to our communities. We thought we had to explain ourselves and our work. We wrote articles, we "won-over" editors, we made speeches at meetings. In short, we became social work propagandists. We let the light of our case work education and faith shine on the public from every conceivable angle, believing that we only had to voice our opinions and judgments to gain their acceptance. We mixed relationship therapy with roast beef at Rotary Club luncheons; we "yoo-hooed" encouragingly to the farm women from the peaks of our urban professionalism. We slapped the public, figuratively speaking, between its shoulder blades, and talked about ourselves until we became consummate bores. Disconcerting as the discovery was, eventually we had to face the fact that our communities were not impressed.

Then, very thoroughly, we reexamined the place and function of the community in our work, and found that the important thing was participation, not interpretation. If the people of the whole community were thinking, planning, and working together to solve their own social problems, no interpretation was needed. Furthermore, we perceived that no program of social work could persist very long where the opinions and judgments of the social workers were at variance with those of the people in the community. Our efforts should be bent toward securing understanding through participation by suggestion, inquiry, and even criticism. Our communities should examine social values with us; we should seek friendly acquaintance not to put over ideas but to exchange them; we should arrange meetings, not to give ourselves a platform, but to bring out general public discussion of welfare problems and programs. It was time for us to stop making speeches and to begin to express our opinions solely as members of the group.

It was one thing to talk about this fine participating cooperation; it was something else again to gain it. The ability to participate and cooperate is not something with which most people are born. Quite contrary they are social skills which must be learned through study and practice. Who, we asked ourselves, was to undertake this educational project for ourselves and our communities?

Realistically we faced the fact that we were not an educational agency and that, with our already staggering job of 371 different duties in the day-to-day job, it was not thinkable that we should take on any additional tasks. Educators, sociologists, and economists long have struggled to improve and refine democratic procedures and to educate people to the value of social cooperation and social planning, but their progress has been slow. Who were we to think we could hasten it? On the other hand, given the spot we were on, could we wait for the better functioning of our democracy? No, the mortality rate among our social workers was too high. We had to do something.

"It's no secret that I'm the sixth social worker in our county in three years," Goldie Toombs told us, "I never know when the axe may fall; I dread to look at the daily mail. Of course, no one expects complete security these days, and I'm not looking for a soft, safe spot for myself. But I would like to stay on the job long enough to help work out some of the problems. I guess maybe I studied the wrong things; I should have taken courses on how to win communities and influence county commissioners."

THE breakdown facing us was right on the fence line of our county units of administration. National policies and regulations, federally arrived at, leave our communities cold; theories formulated by a remote group of social work royalists are poignantly unreal; practices without roots in local traditions are suspect. Of what avail were our education, our professional training, our standards of performance, if we couldn't stay on the job long enough to hang up our professional hats?

Under analysis we could see why our community interpretation had broken down, and intellectually we could appreciate the constructive value of community participation; but we still had the problem of where to turn for the present security of ourselves and of what we believed we stood for in the social program.

We were mighty discouraged; it seemed to us that professional leadership had failed us. Of course, we knew about the hope of federal requirements for state merit systems, but we knew too that no matter how sweet the song of promise in Washington, it is apt to strike a sour note when it hits our local mores.

Holding fast to the grass roots of our own experience, we decided that we would seek a plan for security, which, like Kubanka wheat, would withstand the worst years, resist unfavorable community opposition, and survive any drought of community-withheld support. Being thoroughly realistic, uninhibited by professional bias, and resolved to steer clear of all the mumbo-jumbo of theory, we felt we had the proper approach.

By the simple technique of comparison we found, right in the corner where we were, an outstanding example of a secure community service.

The farm and home agents in our counties had worked effectively and without disturbance throughout the depres-

sion years. We had watched them and had envied the security of their jobs and of their programs. We discussed their set-up to see if it had something which might guide us toward a plan for similar security for ourselves. The more we talked about it, the more clearly we saw that their security was tied in closely with their plan of organization and administration.

BACK in 1862, when it became apparent that the state of the nation depended in large measure on the well-being and prosperity of the farm areas, an act of Congress provided for the establishment of land grant colleges in the states to insure the education of future farmers, and the conservation, extension, and development of farm resources. Given ups-and-downs, that plan has proved basically sound. From time to time federal appropriations have been added to state funds to insure adequate support and maintenance of broad education in farm and home skills. Federal assistance is now available for state teacher-training departments for home and farm agents, for salaries and necessary travel expenses of teachers, supervisors, and directors of home economics, agricultural, trade and industrial subjects, as well as for extension and experimental work, for publications, lectures and field demonstrations.

According to a report made in 1933 by the chief of the Federal Office of Cooperative Extension Work, there were then directly engaged in the work of the agricultural experiment service some 5000 federal and state employes, 200,000 volunteer farm men and women, acting as chairmen of advisory committees or sponsors of local improvement programs, and more than 1,500,000 farm and home agents in the states and counties.

We all knew that farm and home agents are directly responsible to their state colleges of agriculture, under the immediate authority of which they are commissioned; also that they are under the less direct supervision of the federal director of extension work in Washington, through the linking of federal and state activities provided for in the Smith-Lever Act of 1914.

In our discussion we recalled occasions when supervisors from the state agricultural college had been sent out to confer on local problems with our county farm and home agents, county commissioners, and local farm organizations. When mistakes were made by inexperienced agents, the state college was concerned. It supplied information and assistance to correct the errors, and it reassured the worker and the community of its interest and ready leadership.

All of us had had contacts with farm and home agents and agricultural extension workers, and we appreciated the integrity of their spirit of service, and their competence in their work. We reasoned that their effectiveness was due not only to federal-state-county backing, but also to the fact that their techniques were the fruit of education in the realities of known conditions and of true understanding of community attitudes and aspirations.

We did not have time to make as broad and thorough a study as we should have liked, but it seemed very clear to us that the close integration and the smooth functioning of the farm and home services of the land grant and state agricultural colleges offered a challenge and a pattern to us in our search for a secure way of professional life.

Why, we questioned, could not similar integration and security be extended to workers in the expanding area of social services? If it is true that in our rural areas lies the hope of our strong, continuing national life, the conservation of human resources and the prevention of human erosion would seem to be a matter of state concern.

"But," Goldie reminded us, "is there anything we can do just right now to save our programs and our jobs while we are waiting for this integration between our welfare departments and the state colleges?"

THE chairman called for suggestions from the group. Lera Colley thought we might get the interest and cooperation of the state colleges by using them more often as resources in our work.

"Once when we had some very difficult problems among our dependent children," she told us, "I wrote to the head of the psychology department at our state university, and asked him for help. We were thinking of taking some of the children to his clinic if necessary, but he arranged to bring the clinic to us (without pay for himself or his staff) so that he might interview the parents, teachers, and case workers; he said that before counselling us he wanted to see the children in their environment and to understand our local conditions. He and his staff of five assistants worked from seven o'clock one morning until eleven o'clock at night, and the next day were back for their classes at the university some three hundred miles away. In the early morning and evening, he conferred with us, and during the day he talked with the children and their parents; he even visited several of the homes."

It was a most exciting experience for her staff, Lera told us, and a real help in the adjustment of the children. The professor's interest continued and he made inquiries about the progress of the children, and later advised about vocational training for two of them.

We all got pretty worked up about the value of such assistance and guidance and began to figure on other departments of our university that might have the funds and personnel to carry similar expert services to all the counties. We agreed with Lera that undoubtedly the talk about the coming of the psychology professor to her community focussed attention on the need for expert and scientific handling of social problems, thereby building up the local standing of the professional social worker.

Ted Stubbs then contributed a story of how he had turned to the state college when he was having difficulty with labor pressure groups, and did not know how to handle the situations that arose. He took his troubles to the head of the sociology department and found him keenly interested and ready with a plan for practical help. The professor and a number of students attended some of the labor meetings, just as members of the group, and took part in the discussions. Because they had studied the formation and constituency of the groups, and understood group interaction and procedures, they were able to help in clarifying problems, and to direct interest toward constructive action.

We feel that we are progressing in our search for security. We don't know all the answers and probably never will, but as just one group of groping, sod-busting social workers we would like to pass on a bit of neighborly advice. Look around you; nurture your grass roots; tighten the corner where you are.

This is the eighth of a series of articles by Miss Strode on "the processes and problems of social work where the county is the unit of service and practice runs out over the back roads to the villages and remote farms." Coming next month: Our Gilt-Edged Insecurity.

Coordination in Social Work Education

By THE REV. LUCIAN L. LAUERMAN

Director, National Catholic School of Social Service, Washington, D. C.

THE two accredited schools of social work in the District of Columbia—the Catholic University School of Social Work and the National Catholic School of Social Service—at the present time are collaborating on a redetermination of individual scope and a coordination of curricula. This process of sharing and assuming responsibilities has led to a reclarification of objective, content and method as understood and visioned by both schools.

With reference to scope, two points have been agreed upon. One pertains to student enrollment. Men students registering for full time study toward a Master's degree enroll at the university school, only. Women students of like status, other than nuns, enroll at the National Catholic School of Social Service. Nuns may enroll at either school.

The other point refers to responsibility for training in specialized fields of social work. The university school provides specialized sequences in public welfare administration, correctional work, child care with emphasis on institutional administration, social research, and organization-administration. The National Catholic School offers sequences in family welfare, child welfare, group work, and medical social work. A sequence in psychiatric social work is available in the courses offered by the combined curricula. Of the two schools, that of the university has exercised the preponderant activity in psychiatric training through its cooperation with the child center established last year on the university campus. Both schools will continue basic training, some sections of which appear ready-made for coordination without reduction in content or curtailment in student participation. Degrees are granted to students of both schools by the Catholic University of America.

Coordination of curricula has reached the stage at which some courses are given in both schools by the same teachers, and eligibility for all courses in the combined curricula is extended to all full time students. Men and women part time or special students also may take, when approved, any courses at either school regardless of where they register. While the coordination of curricula at present represents little more than an experiment in administrative philosophy applied to the Washington locale, the movement presumes, and in some areas definitely predicts, progress in fulfilling a widespread demand for a clearer exposition of whatever values there may be in Catholic social work education.

The administrative aspects of this coordinating project have received much attention from interested parties. But executive differences need exert no substantial influence on the curricular unification of the combined program. The essential factor which concerns social work lies in a coordination that is not administrative, but strictly educational.

Method in any educational system subserves content. The content of a single course or a whole sequence may be conceived quite concretely if Morrison's Unit Concept is observed. He says: "We define a serviceable learning unit as a comprehensive and significant aspect of the environment, of an organized science, of an art or of conduct which, being learned, results in an adaptation of personality." The last phrase "adaptation of personality" contains the difficulty in decision about content. It is relatively easy to organize subject matter in wholes and to regulate the order and number of units which shall constitute a year or two of sequence study. The "adaptations" are not as easy because they are the learning products which in social work education comprise not one product but a trinity: knowledge, attitudes, and abilities. Proper balance and relation of the fractional weights within a teaching unit or sequence provide continuous adventure for the teacher and faculty.

As method subserves content, so also content is the instrument of the educational objective. The educational objective of a school program may be thought of as synonymous with its philosophy. Consequently, the philosophies of schools determine inherent unity or disunity and perhaps implicitly reveal something about value. The matter of real importance in the Washington situation concerns the possibility and usefulness of the kind of social work education given by the type of school whose theory of education coordinates the religious, the traditional, the cultural, and the modern scientific.

STATEMENTS by responsible spokesmen for both schools indicate a unified mind on the questions of educational essence and objective. Philosophic unity exists between the schools with regard to the nature of education and the aim it proposes to achieve. The mutual philosophy comprises a tripartite conception; a philosophy of life, a philosophy of education, the science of education. Related to this concept is the belief that this particular order of thought and practice in social work education will best release human power for social service.

Manifestly, the philosophy of life in this type of school is the religious, offering an answer to the personal and social questions, whence, why, whither. Education in accordance with this philosophy of life must be of the liberal type.

Liberal education was characterized by Matthew Arnold as made up of the scientific passion for pure knowledge and the moral and social passion for doing good. Vocational or professional education is not excluded by such a definition of liberal education. The liberal idea of vocation does not deny the intellectual life, a liberal culture or a spiritual outlook. Under a liberal system, training is not only for a profession but for professional life in modern society. Liberal vocational education is a social necessity superseding the sole aims of self-support or escape from manual dust and grime. In social work, mere vocational training finds scant justification. Liberalization raises the essential service above the level of stagnating routines, giving it imagination and vision. Liberal social work education uses the social problem as a core. Without subordinating its own importance, the social case or problem furnishes the motive for the fundamental economic, political, scientific, cultural and religious elements in the curriculum.

"The selection of a job is the selection of a life." The Washington schools regard the choice of social work education as the choice of a life. It is their hope that the increased coordinating efforts of the two schools will demonstrate a theory of education which may make more abundant the life of the social worker.

Here in Washington . . . By Glen Leet

FEDERAL REORGANIZATION: Plans for sweeping reforms in the administrative organization of the federal government were sent to Congress by the President on April 25. [See page 130.] As provided in the Reorganization Act of 1939, these plans become effective in sixty days unless contrary action is taken in both the House and the Senate within this time limit. Each section of the plan must be acted upon as a whole; it may not be amended. Although immediate howls will go up from some of the agencies affected, it is unlikely that the opposition will be sufficient to defeat the President's purposes. The President's action virtually threw out a number of important relief bills pending in Congress, notably the Byrnes bill. [See *Survey Midmonthly,* March 1938 page 79.] Senator Byrnes has announced that as soon as practicable he will introduce a section of his former bill to allocate work relief funds to the states on a weighted base, taking into account population and unemployment, with the federal government assuming two thirds of the cost of projects. It was this feature of the bill, designed to "do right by Dixie" in which Senators Byrnes, Harrison and others were most vitally interested.

GLEN LEET

Assuming that the President's plan of reorganization will not be turned down by Congress many of the controversial relief issues will remain to be threshed out, notably the earmarking of funds for relief agencies such as the National Youth Administration.

Administrators of the three new agencies, federal works, federal security and federal loan, would be appointed by the President. There is, at the moment some doubt as to whether or not confirmation by the Senate will be necessary. All three positions carry salaries of $12,000.

Although most of the agencies that would constitute the Federal Security Agency would be transferred intact, the President's plan specifically provides that the office of director of the U.S. Employment Service be abolished and that the functions of the service be consolidated with the unemployment compensation functions of the Social Security Board, and administered by it. Discussion of who might be named as administrator of the new Agency centers around Frank Bane, formerly executive director of the Social Security Board, and Josephine Roche, chairman of the Interdepartmental Committee to Coordinate Health and Welfare. Accepting the position would mean financial sacrifice to either of them, but it is considered likely that one or the other could be drafted. It seems probable that Jesse Jones will head the Federal Loan Agency.

The President's plan struck Washington like a thunderbolt. The orders were prepared in the greatest secrecy, and few officials dreamed that any such immediate action was contemplated. Although the various departments and agencies concerned had been requested to submit recommendations as to reorganization, few anticipated any action this year. Administrative officials, though dazed by the suddenness of it all, appear generally favorable to the proposals. State officials no doubt will be enthusiastic as they are the persons most plagued by the present lack of coordination at the federal level.

VOORHIS BILL: Congressman Jerry Voorhis, D. of California, has introduced a bill, H. R. 5736, to amend the Social Security Act to provide grants to the states for general public assistance. This is the measure on which it was said in this column last month that "liberal Congressmen are working quietly. . . ." General assistance in the bill is defined as money payments to needy persons who are not eligible for aid to the aged, to the blind, or to dependent children, and for whom employment on public projects is not suitable or available. No residence or citizenship requirements are included. This bill provides for variable federal grants ranging from 50 percent up to 66 2/3 percent in the case of states with low per capita incomes. Federal supervision of this program would be vested in the Social Security Board, and states in administering the program would be required to select personnel in accordance with a merit system. The appropriation is $250 million. The bill has been referred to Ways and Means.

In introducing this bill, Congressman Voorhis was influenced by the fact that general public assistance as now administered by the states and counties is rapidly reverting to old poor law standards, and worse; by concern over the large number of needy individuals eligible for WPA for whom such work is not available, and for whom there is no reasonable prospect of assignment; and by the fact that California has an alarming transient problem.

The Voorhis bill has precipitated a long smouldering fight between administrative officials. Practically all of them agree that there is serious need for such a program. Most of them favor the Voorhis bill, but a few, led by bitter-enders, are strongly opposed. A poll is now being conducted by the *Washington News Letter on Social Legislation* to secure reactions to the bill. Early returns from state welfare directors unanimously support the measure.

THE GREAT AMERICAN TRAGEDY: The National Health Program is dying—dying because of public apathy. Neglect rather than abuse is killing it. From the national leaders who so enthusiastically endorsed the program at the National Health Conference in Washington last July, who were so deeply concerned by the evidences of tragic and unmet human need, who were so determined that something should be done about the 250,000 preventable deaths annually in this country, scarcely a peep has been heard. Apparently they are too busy with other things, for there are no indications of any effective activity on their part here in Washington. Congressmen are receiving few evidences of public interest in the program. Of the few letters that are being received, four out of five are in opposition. In the face of this apparent apathy, nothing can be expected of the National Health Program except perfunctory hearings about the middle of May, followed by a quiet funeral in June.

GERMAN REFUGEE CHILDREN: Impressive hearings were held on April 20 and April 21 on the Wagner-Rogers bill, which would permit the admission into this country of 20,000 refugee children from territory now included in Germany. Newbold Morris of New York, treasurer of the Non-Sectarian Committee for German Refugee Children, stated that outside of any general financial provision for the maintenance of the children, a fund of $250,000 had been underwritten to cover costs of transportation and to provide a reserve against "any unexpected situation." Opponents of the bill claimed that it was not "humanitarian" as it would separate children from their parents, and expressed fear that the children would soon begin competing with Americans for jobs.

A month ago this bill appeared to be dead. Opposition to it was articulate. However the groups favoring it did an effective job in organizing support and in informing the public of the responsible plans for caring for the children. [See page 148.] The bill now seems to have a greatly improved prospect, possibly an even chance, of passing.

The Common Welfare

Honoris Causa

THE rector of Berlin University, *The New York Times,* reports, has "rescinded" the Ph.D. awarded to Alice Salomon, internationally famous sociologist, social worker, and feminist, now living in this country, a refugee from Nazi persecution. In reply to a *Survey* request for a list of her degrees and decorations, Dr. Salomon writes:

I had a Ph.D. of Berlin University, 1906, and an honorary M.D., Berlin 1932. I believe the *Times* correspondent must have mixed them up. But it does not matter. What I have learned, I have learned, and what I have done, I have done. This cannot be taken away. They cannot even destroy the edition of the book, "Causes of Unequal Pay for Equal Work of Men and Women," for which I got the Ph.D., because it was sold out long ago.

Dr. Salomon has the War Service Cross and the Silver Medal of Special Merit, awarded only by unanimous vote of the Prussian cabinet, and which no other woman holds. And of the distinctions conferred upon her by the present German regime, she cites these:

Some people think an honor was conferred upon me when the secret police barred me from Germany. Some weeks ago, a friend coming from Paris said he had seen my name in a list of those deprived of German nationality. I have not ascertained whether this is so. Anyway, the cancellation of a degree places me in the distinguished company of greater people, like Thomas Mann and Albert Einstein—without adequate merit on my part. May I add that when I was awarded the Ph.D. degree, there was a rule that the candidate had to promise under oath to search for the truth and to profess it. I believe I have loyally adhered to this oath.

Aliens Need Their Friends

"THROW them into concentration camps if we can't deport them! . . . Return them to their native land if they advocate any change in our form of government! . . . Fingerprint and register all aliens! . . . Don't let any more foreigners enter the United States; deport all non-citizens!" Not the ravings of a mob, these sentiments, but the judgment of some of our national legislators as embodied in bills introduced into Congress.

One, the Demsey bill (H.R. 4860) to exclude or deport aliens advocating any change in the form of government, already has passed the House of Representatives. A crop sponsored by Senator Reynolds (S407, S408, S409, S410, S411)—founder of the Association for Patriotic American Citizens—tends toward the complete terrorization of our foreign-born. Other samples of more than twenty-five similar bills are the Hobbs bill (H.R. 5634) to provide for detention camps for aliens ordered deported for whom passports cannot be obtained and the Pace bill (H.R. 999) which would deny further admittance to aliens and to deport all here after December 1, 1939. Despite this hostility toward non-citizens the Department of Labor has been refused funds to enable the bureau of naturalization to keep up with applications for citizenship.

The implications of this rising tide of anti-alienism—not unlike that of the early twenties—is obvious. With mandatory registration and fingerprinting, aliens might become subject to special police control. How advocating "change in form of government" might be interpreted is unpredictable. Support of the President's reorganization proposals, or the child labor amendment, conceivably might come under this ban. Those who favor humanitarian legislation for aliens and are against the other kind should tell their congressman so, promptly and emphatically.

Expert on the Job

FROM left, right, and the middle of the road, the nomination of William M. Leiserson as a member of the National Labor Relations Board was greeted with enthusiasm. Over the last twenty years, as chief of the division of labor administration in the U.S. Department of Labor; mediator of the men's clothing industry in Rochester, New York City, Baltimore and Chicago; chairman of the Petroleum Labor Policy Board; and member of the National Mediation Board, Mr. Leiserson has won the confidence and respect of employers and of labor. *Survey Graphic* readers are familiar with his informed, balanced, and humane approach to problems of labor relations, unemployment, and economic security through his articles in these fields, the most recent of them dealing with thorny current questions of unemployment insurance administration. [See *Survey Graphic,* March 1939, page 215.] His appointment to the NLRB is for a five-year term to fill the place of Donald Wakefield Smith.

The NLRB has been the center of stormy controversy since its establishment, with charges and counter-charges of bias in its administration of the Wagner Act. There is general satisfaction that, into this troubled area, President Roosevelt is bringing the experience of so successful an expert in the peaceful processes of collective bargaining.

Children in a Democracy

THE list of members of the White House Conference on Children in a Democracy, held on April 26 in Washington, covered forty-nine typewritten pages. A block of official delegates from states and territories gave the gathering a countrywide representation which was its first distinction. None of the three earlier White House conferences in behalf of children could have mustered such a showing of public administrators and experts. They registered the spread of public welfare and social security agencies in the 1930s and especially in the fields of child health and child welfare. This does not mean, however, that the conference group was wholly official. On the contrary, it embraced also key people drawn from every range of voluntary social work, every phase of child care; with labor, fraternal, medical, church, educational activities thrown in.

The cover of the program visualized the most invited guest of all, a curious and wistful little child looking around a door, perhaps of the East Room of the White House where the opening session was held under the chairmanship of Frances Perkins, Secretary of Labor. The President himself portrayed the setting of the deliberations at a time when democracy is challenged as never before to put its principles to work. Right here—in its depth, breadth and imminence—lay a further distinction of this fourth

conference. Mrs. Roosevelt, who perhaps of all the New Deal leaders gets closest to the realities of American life, carried its setting down in turn to an unkempt alley she had visited in an industrial town. Msgr. Robert F. Keegan of New York called on the home, the school, the church as the primary defenses of childhood. Homer Folks, who will serve as chairman of the report committee, leveled his charge at public responsibility and administration. "The success of democracy in the governmental area seemed to him the "first and an essential strategic step." As stage business, he turned to the president, governors, mayors, legislators to be elected in 1980. With neither their names nor addresses available, there is only one way we can be sure that they will be prepared for their jobs. We must determine now what are the "minimum needs for the suitable rearing of children to be adequate citizens of the American democracy," and then see that they are met, "for every last one." To measure where our services fall short, to find out why, and to recommend how shortcomings can be made good, was to his mind the task ahead.

A year will be given to the process, for conference procedure no less than scope has developed since its prototype in 1909 initiated by James E. West. The 1939-40 program, as developed by Katharine F. Lenroot, chief of the Children's Bureau, and her associates includes not only the work of planning and report committees, but advisory panels in different fields and a central core of research under Phillip Klein, director of the recent Pittsburgh study—a twelve months sequence of group inquiry and group thinking which began at a series of four section meetings at Washington. The program only awaits funds.

Sinews of Housing

IF vigorous attacks on American slums and efforts to rehouse the lowest income groups are to continue, funds of the U.S. Housing Authority must be replenished. All money heretofore at its disposal is exhausted, having either been allocated or earmarked. Looking toward this end, an amendment (S.591) to the U.S. Housing Act has been introduced by Senator Wagner of New York. It would insure an additional $800 million for loans for low rent housing projects, and $45 million for annual subsidies.

With these sums, homes for 180,000 families now living under unsafe and unsanitary conditions would be provided. At the same time an equal number of unfit dwelling places would be eliminated and the equivalent of one year's employment given to 135,000 men. States which have passed enabling legislation since the funds of the USHA were exhausted would have an opportunity to participate in the federal housing program.

That this program is reaching low income groups is indicated by figures recently made public as to rents to be charged in the 185 projects under construction. In five southern projects, monthly rentals are to be approximately $6 to $8 per dwelling unit; in seventy-two projects (nine northern and sixty-two southern) $14; in fifty-seven northern and thirty-six southern projects $14 to $18 and in the remaining fifteen from $18 to $22. These rentals will meet the needs of families with incomes from less than $450 to a maximum of $1100.

The $800 million asked for loans by the USHA will be paid back with interest. The maximum cost, therefore, to the federal government would be the $45 million for annual subsidies—an amount which would be reduced if the difference between the interest rates at which the federal government borrows and lends money were taken into consideration. The bill is now before the Senate Committee on Education and Labor to which those who believe that one third of the nation should not continue to be ill-housed should express their views.

Nibbling

UNNOTICED and unpublished was the first congressional peck taken at the Food, Drugs and Cosmetics Act so bitterly won last June. Evidently convinced by producers and distributors that a year was hardly enough time in which to get in new stocks of labels, the House last month passed a bill to extend the time limit for complying with the label and color provisions of the act—from June 25, 1939 to January 1, 1940. Tacked on to the bill is a revision of the section requiring hypnotics and narcotics to be mentioned on labels in amounts as well as percentages. According to the revision, mention of either will do.

Civilization

LATEST milestone on the road to social progress was set up by a local court in a suburban town, White Plains, N. Y. There, prosecuting attorney and acting judge recently united in applying modern theories of crime prevention—prescribing according to the criminal rather than according to the crime. Acting on a movement of the assistant district attorney, the court dismissed an indictment charging an automobile thief with grand larceny and substituted arrangements for an operation for a harelip, at state expense, to cure the defendant of his "anti-social complex." Psychiatrists testified that an inferiority complex induced by the deformed lip and a cleft palate was the root of the behavior of the twenty-four-year-old defendant, whose history showed a record of repeated petit larcenies and of behavior difficulties dating back to early school days. Their statement—"Here we have . . . a personality so distorted by the feeling of shame and bitterness that the defendant has become a hazard to society and to himself"—was based on three months observation of the defendant in the county hospital. The latter has expressed his willingness to submit to the operation and to sign a voluntary limited commitment to a psychiatric institution.

E.G.R.

THAT happy personal and professional partnership known as "the Routzahns"—E.G.R. and Mary Swain—has been broken. Evart G. Routzahn died suddenly on April 24, to the grief of a host of friends.

E.G.R. was truly a pioneer in modern methods of interpreting public health and social work to the public. From the days, thirty years or so ago, when he piloted an anti-tuberculosis exhibit around a circuit of state and county fairs, he understood "folks" and the essentially simple approaches to their interest and understanding. This quality distinguished his work during his twenty-two years with the Russell Sage Foundation, while his faculty for stirring interest and getting people going under their own power extended his influence, through innumerable professional associations and warm personal friendship, into every phase of public health and social work interpretation.

Something will be gone from the National Conference of Social Work next month because E.G.R. and his green eyeshade and his concern for the comfort of everyone who came his way—as most people did—will not be there.

The Social Front

The Food-Stamp Plan

DETAILS of the food-stamp plan for the distribution of surplus commodities "through the normal channels of trade," [see *Survey Midmonthly,* March 1939, page 70] now have been worked out by the Federal Surplus Commodities Corporation and the Department of Agriculture and the experiment is set to go in Rochester, N. Y., first of six widely scattered communities to be selected from the thirty-seven that applied for the honor of serving as guinea pigs. Others will be announced as rapidly as local surveys and arrangements for cooperation are completed.

The basic plan provides for the issuance of stamps to persons certified for or receiving public assistance or WPA employment, these stamps to be used in established retail food stores in the purchase of food stuffs, a proportion of which shall be commodities designated as surplus. Used stamps will be redeemed by the government with funds available to the FSCC.

Stamps will be offered in two colors, orange and blue, in the ratio of one blue to two orange. Orange stamps will be sold to eligible families who, however, may not buy less than a dollar's worth nor more than a dollar and a half's worth of them per person per week. These may be used in the purchase of any food or household supplies, surplus or not, except certain "forbidden" items notably tobacco or liquor in any form. Blue stamps, in the proportion mentioned, are given as a bonus—a gift if you like—but can be used only for the purchase of commodities declared to be surplus. The purpose of the two colors in the stamps is "to guard against a substitution by the buyer of surplus foods for customary food purchases."

In Rochester two methods will be tried for getting stamps into the hands of the "customers." WPA workers may, if they choose, receive their quota of orange stamps in lieu of a portion of their wages, this to avoid the administrative cost of selling the stamps. All eligible persons may purchase the stamps for cash at relief headquarters. In any case the "blue bonus" goes with each stamp purchase. Eligible to participate in the scheme are persons on work relief or direct relief, federal, state or local; those certified as eligible for such relief but not assigned; those receiving social security benefits who are in need of additional aid.

USDA photo by Purdy

The blue stamp is identical with this, the orange one, except for color and the word "surplus" preceding "food order."

Stamps will be issued in units of 25 cents, bound in books of a total value of from $2 to $10. Grocers will not give change and amounts above 25 cents or multiples thereof must be paid in cash by the purchaser. The books are nontransferable and stamps must be detached at the time purchases are made with them. After the first purchase of stamp books, an empty one must be turned in for each new one bought.

Studies will be made in all the test cities to determine the effect of the food-stamp system on nutrition and on the demand for surplus farm products. On their findings over a period of from two to four months will depend the extension of the scheme to other areas. Experimentation in issuing blue stamps only will be made in two or three cities, with the "customers" agreeing to use them only to supplement their usual purchases. This would afford a test to determine whether two types of stamps are necessary to prevent surplus food purchases from replacing customary purchases.

Meantime, in places other than the designated test cities, the distribution of surplus commodities will continue as in the past, with the list of items not changing greatly except that there may be more meat and fresh vegetables but almost certainly no fish.

Relief and WPA

WHILE a political battle raged in Congress last month in the guise of consideration of the President's request for a supplementary WPA appropriation, at least 100,000 persons were knocked out by the blows aimed at one man's chin. Though April is a month of normal reduction in WPA rolls, twice as many pink slips were sent out as originally planned, reaching a total of 200,000 persons. Some 200,000 others, slated to leave when it began to look as though no supplementary appropriation would be made, breathed more easily when they learned that a compromise had been reached at $100 million.

But the battle was only a preliminary skirmish. The real event is scheduled to take place over the 1939-40 appropriation. The President has asked for $1,477,000,000 for WPA, $123 million each for NYA and FSA. The WPA "ask" is about $723 million less than is being spent this year.

First maneuver in the real bout was the launching of an investigation of WPA by a committee of the House which promises not to spare the horses. In the meantime, nearly 2,800,000 people dig ditches, sew garments, lay roads that they may have to leave half dug, half sewn, half laid if they are thrown into idleness, on the mercy of local relief handouts.

The Cost—For all public assistance for which a means test is required, Wisconsin expended in 1938 more than $108 million. During the same year, points out the quarterly review of the Public Welfare Department, the general property tax of all local, county and state governmental units yielded a combined total of $106,261,000; state income tax, $18,154,200. From all forms of taxation combined, the state derived $186,765,000. Thus expenditures for relief represented about 58 percent of the state's entire income. It should not be overlooked, however, that of the amount expended only 31.7 percent came from state and local funds; the remainder came from federal sources.

Aftermath—What the Chicago Relief Administration learned from the "Canal demonstration" made in one district office just a year ago has now been printed in a book. You may buy it for 50 cents from the American Public Welfare Association, 1313 East 60 Street, Chicago. In forty-five pages is the why, the how and the what of a neat little adventure in public relief which proved, beyond the shadow of a doubt, that "Adequate Staff Brings Economy." That's the title.

At the instance of the Illinois Council on Public Assistance and Employment, a citizen's committee appointed by Governor Horner, the CRA set aside one district office to see what effect larger staff, reduced case loads, closer supervision, improved floor plans, revised procedures and modern equipment would have on public assistance in Chicago. The staff was doubled. Average case loads were cut from 169 to 80. Office procedures and equipment were streamlined. For three months the Canal office tried it out, while eleven other district offices were used as controls.

Results? Careful examination of appli-

cants, many more visits, increased medical, dental, and nutrition services, more use of community resources. The case load decreased by 10 percent, while the burden of the control offices mounted 11 percent. The average relief per case decreased. Four times as many cases as formerly were referred to the "fraud worker," and more than twice as many to the property and insurance units. In cold hard cash there was a net saving of $14,118 during the three months period, after which "the demonstration was discontinued because of the shortage of relief funds."

It wasn't, however, quite as bad as that sounds. Those figures went down to Springfield and talked turkey to the general assembly. The 8 percent legal limitation on relief funds that could be used for administration was raised, last summer, to 10 percent. And gradually, through the summer and fall, CRA case loads decreased in all district offices. The average dropped from 212 cases in April 1938, to 163 in December. Office layout is being improved in many districts. Modern equipment is slowly but surely being installed.

Rural Aid—Types of relief in rural areas closely parallel the whim of federal expenditures according to a report, "Five Years of Rural Relief," by Waller Wynne, Jr., recently published by the WPA Division of Social Research. Covering the period 1932-1936, the report is based on sample studies of 385 counties or townships in thirty-six states. Between 1932-35 the most important type of aid in rural areas was general relief, which amounted at one time to 92 percent of the total, but with the cessation of the FERA dropped 75 percent in one year. The next stimulus was the Social Security Act which boosted categorical relief to the top position, accounting for 45 percent of all expenditures. Of this, 85 percent went in 1936 to the aged. Other important types of rural relief were grants under the resettlement program which at their peak in 1936 accounted for 17 percent of the total, and veterans' assistance which accounted for 14 percent of the total in 1932 but dropped to 4 percent in 1936. Private relief in rural areas was negligible during the entire period. Estimated total of all types of relief expenditures was $80 million in 1932, the lowest point during the period; $400 million at the peak in 1935; $200 million the following year.

Bondsmen—Blind pensioners are exempt from the new rule in Pennsylvania requiring every person receiving public relief to sign a bond giving the state a lien on all real or personal property which he may own or later acquire. Up to the present the State Board of Public Assistance has taken the view that application of a section of the 1937 Support Law providing for judgment against the property of publicly supported persons was permissive, but a recent opinion of the State Department of Justice makes it mandatory. Bonds must be signed by every person over twenty-one receiving public assistance as an individual or a member of a family group, except the blind pensioners.

Investigation—Slightly over one percent of all WPA employes were discovered not to be in need in the recent nation-wide check-up of the rolls. Though there were 2,929,663 workers employed during the period of investigation—February 15 to March 15—only 37,404 were considered to be unjustifiably employed and were dropped.

Reports—In the "Annual Report for 1938" for the Department of Outdoor Relief, Milwaukee County (Wis.) Benjamin Glassberg, director, makes a special plea for the consolidation of the administrations of relief within the state in the interests of efficiency. The report shows that in 1938 there were three times as many "new" cases in the county as in either of the two preceding years. Investigators' case loads averaged 200. Twenty-one percent of the entire population was receiving some form of public aid. . . . "Public Welfare in Clinton County" is the first of a series of reports prepared for the use of the county committees on public welfare formed by the State Charities Aid Association, New York. The result of the study made by the Clinton County Committee with the assistance of Edith A. Brookhart of the association reveals the lack of social work standards in the administration of the county welfare services.

Parole Conference

PAROLE "is the most promising method of terminating a prison sentence," said President Roosevelt in a nation-wide broadcast on April 17. Before him sat six hundred judges, prosecutors, police officials, legislators, correctional administrators and a sprinkling of state attorneys general and governors, to some of whom the statement must have been news. It must have been news to a much larger percentage of his radio audience, accustomed to daily lessons that parole is the worst method of terminating a prison sentence. Indeed, that is the reason President Roosevelt asked Attorney General Frank Murphy to call the National Parole Conference in Washington April 17-18. In his letter requesting the conference the President hoped that it would "acquaint our people with the facts concerning parole and clear up widespread misconceptions about it." Other purposes were to reach agreement as to desirable standards and procedures in parole administration and to point the way to closer cooperation between the federal government and the governments of the states. For these reasons representatives of all branches of law enforcement and of the public in general were invited to the conference.

Among the speakers at the conference were Robert M. Hutchins, president of the University of Chicago, who discussed legal and social concepts in parole; Herbert H. Lehman, governor of New York, who talked about conserving human resources through parole; William J. Quinn, chief of police of San Francisco and president of the International Association of Chiefs of Police, who discussed parole and law enforcement; and Earl Warren, attorney general of California, who spoke of parole from the point of view of the prosecutor. The keynote address was made by Attorney General Murphy. In their various ways all the speakers said that parole, when properly administered, was not only the best method of terminating a prison sentence but that, since it was the only method continuing control over the offender after release and providing guidance and supervision for him during a testing period, it was the method that afforded the great-

Bachrach

To everyone's surprise, including his own, David W. Armstrong, long associated with the Boys' Club and the Community Chest in Worcester, Mass., found himself in late March at the helm of the Massachusetts State Department of Welfare. His appointment followed the resignation as commissioner of Walter V. McCarthy. Mr. Armstrong is being loaned by the Worcester agencies while the department undergoes reorganization in line with the recommendations of a study and report made by Prof. William Haber of the University of Michigan. Mr. McCarthy remains with the department as an assistant.

est protection to society. James V. Bennett, director of the Federal Bureau of Prisons, spoke on the present status of parole and discussed the defects as well as the merits of current administration.

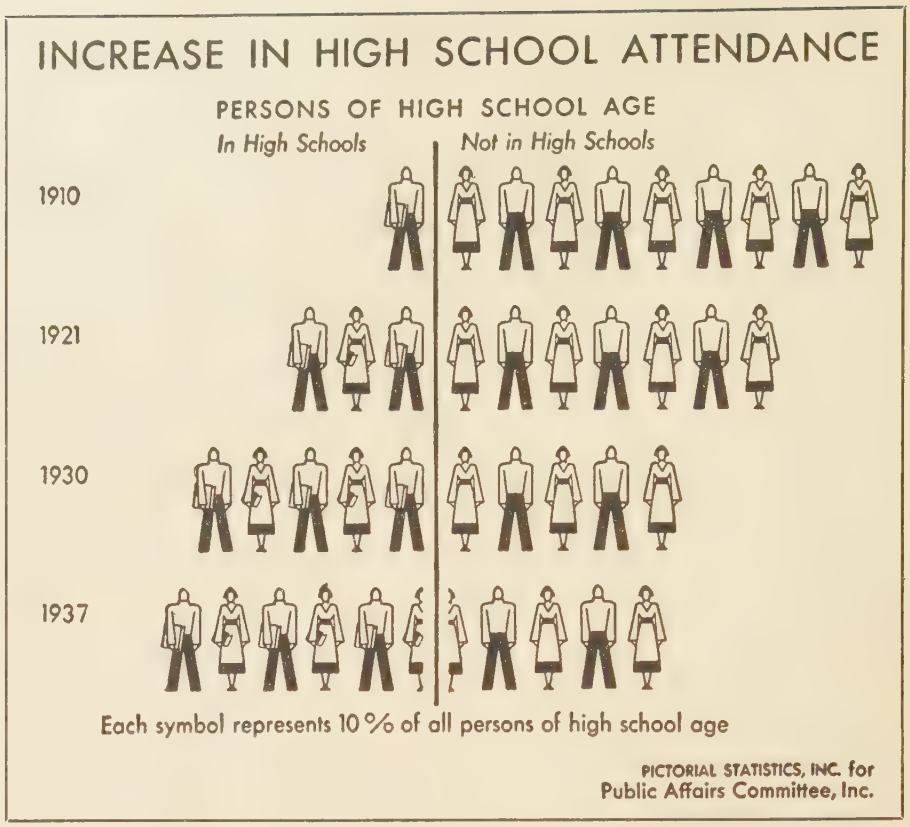
Technical committees presented reports on preparation for parole within the institution; standards and procedures in parole selection and release; and parole supervision. These, it was announced, will be printed. Another committee submitted a declaration of principles of parole consisting of ten points, each a sentence long; the declaration was designed to state the essential elements of an adequate parole system. It was approved by the conference as a whole. These documents drew in some measure upon the Attorney General's Survey of Release Procedures, a vast undertaking some parts of which are ultimately to see the light. Indeed, one of the five volumes has been published.

Whether the conference succeeded in its purpose to clear up misconceptions about parole in the mind of the public was a question being asked by some of the delegates at adjournment. President Roosevelt had said "we have bungled in the manner and the method" of releasing prisoners, meaning that methods other than parole had been too much used. One newspaper headline read "Parole System Bungled, Roosevelt Tells Officials"; another "Text of President's Attack on Penitentiary Parole System"; and a third "Roosevelt Scores Abuses of Parole." These are contrary to the President's purport and too much in the usual headline tone, where parole is concerned, to promote the truth or accurate thinking; many newspaper stories gave the impression that the conference primarily was unfavorably critical of parole. It is true that there was plain speaking about the deficiencies of much current parole administration, but the real purpose of the conference was to extend the use of parole, win greater support for it from the public and strengthen its administration where administration is weak.

By resolution the conference asked the President to establish an advisory council on parole to study the desirability and practicability of federal grants-in-aid to make parole more effective, collect and disseminate information, place the facts about parole before the public, foster training courses and otherwise promote "the most promising method of terminating a prison sentence."

Youth and Education

AN "English Field Day," in which more than 1000 pupils and teachers participated was held at the Peekskill, N. Y. highschool on April 22, under the direction of Richard K. Corbin, instructor in English. There was a creative writing forum, and also round tables on books, magazines, newspapers, and motion pictures led by well known publishers, editors, and so on, resident in the community. Representatives of scores of highschools between Schenectady and Long Island competed in public speaking, news writing, editorial writing, a drama tournament, library contest, spelling bee, grammar bee. The purpose of this unique school-community undertaking was, Mr. Corbin explained, "not to crown champions, but to deepen appreciation of the English language and its uses."



In spite of lengthening school years, millions of young Americans now in school will complete their education wholly unprepared for the responsibilities of citizenship, according to a new Public Affairs Pamphlet, "Schools for Tomorrow's Citizens," based on the findings of the Regents' Inquiry into public education in New York State. Price 10 cents from the committee, 30 Rockefeller Plaza, New York.

Case for Guidance—That vocational guidance for boys in their teens pays—the boys, their parents, the community—is indicated by "An Evaluation of the Vocational Guidance Program in the Worcester Boys' Club," by Robert C. Cole (a limited number of mimeographed copies available from the club, Lincoln Square, Worcester, Mass.) The study is based on two comparable groups of 100 boys each out of the club's 7350 members. One group was made up of boys who participated in the club's vocational guidance program in 1931, the other of boys who took part in educational activities but did not seek vocational advice. A comparison of the two groups in 1936 showed that those who had had vocational advice over part or all of the five-year period stayed longer in school, held a higher proportion of "jobs with a future," were better satisfied with their work and outlook, and had higher average weekly earnings than the boys in the "control group." The report includes an analysis of factors which may have influenced these findings.

Teacher Training—A section of the biennial report of the Rosenwald Fund summarizing gifts to education of more than $1,500,000 between 1936 and 1938, is concerned with the problem of teacher training in this country. Pointing out that "with a few brilliant exceptions the distinguished scholars and teachers of America are found anywhere but in the departments of education," five recommendations for strengthening teacher education are offered: rigorous selection of candidates; sound general education as the basis for professional study; understanding of the arts and sciences underlying the profession, including psychology and the social structure of which the school is a part; "a wisely planned interplay of theory and practice, learning and experience"; "continued study and experiment to increase knowledge and understanding in the field."

Youth Without Jobs—Reasons for the growing number of young men in the seventeen to twenty-three age group applying for CCC enrollment are ex-

plored in the last Quarterly Selection Report of the Corps. The number "available and desirous of being selected" in this age group increased from 143,129 in January 1938 to 259,593 in January 1939. The chief cause cited in the report is the high incidence of unemployment in this age group. The final report of the 1937 unemployment census shows 40 percent of the young males fifteen to nineteen years of age, 24.3 percent of those twenty to twenty-four, "available for work who are unemployed or on emergency work." These figures compare with 18.7 percent in the fifty-five to sixty-four age group, 18.2 percent of those sixty-five to seventy-four. The CCC report also cites the employer policy "of hiring and rehiring older, more mature groups of workers"; and the training opportunities and outdoor life of the corps as further reason for the numbers applying for admission in spite of improved employment conditions.

Record and Report—"Keep Democracy Working by Making It Serve Human Needs" is the title given the report of proceedings of the convention of the American Student Union at the College of the City of New York in December. Price 35 cents from the union, 112 East 19 Street, New York. . . . "Rural Youth," by David Cushman Coyle explores the problems of this hard-pressed group of American young people. National Youth Administration, Social Problems No. 2. From the superintendent of documents, Washington. . . . The latest of the admirable publications of the Educational Policies Commission is "Social Services and the Schools," discussing relationships between schools and other community agencies. Price 50 cents from the commission, 1201 Sixteenth Street, N.W., Washington, D.C.

The Insurances

REFLECTING the first full month of benefit payments in the eighteen states which began to accept unemployment insurance claims in January, the total payments for February were $34,700,000, an increase of about $5,500,000 over the January total. About 850,000 workers were drawing benefits during the week ending February 25, the Social Security Board reports. By the middle of March, this number had increased to more than a million. The average weekly payments for total unemployment during February ranged from $14.37 in Wyoming to $5.08 in Mississippi.

The Reserve Problem—A proposal for meeting the problem of the old age reserve was presented to the House Ways and Means Committee on March 24 by Secretary of the Treasury Morgenthau. The plan has the approval of President Roosevelt. Mr. Morgenthau suggested a delay in the increase in payroll taxes which, under the Social Security Act as it stands, would be lifted by specified amounts from the present one percent to 3 percent in 1943. The Secretary also proposed placing the old age insurance funds in the hands of a board of trustees instead of having them handled as at present, by the Treasury. It has been charged that as now administered the funds are being used to defray the ordinary expenses of government. Mr. Morgenthau also admitted that it is unnecessary to build up as large a reserve fund as the plan now provides. In a press conference, President Roosevelt suggested that a reserve of $2.5 billion to $3 billion would be adequate.

Merit Rating—The New York State Employers Conference, representing corporations with a total of more than a million employes, is pressing for immediate enactment of a bill which would replace the present 3 percent flat tax for unemployment compensation by a "merit rating" schedule related to each employer's volume of unemployment, as compared with the state average. Lower taxes for employers with relatively slight labor turnover would be balanced by those whose payrolls fluctuate more widely. The Building Trades Employers Association, representing a highly seasonal industry, is actively opposing merit rating legislation.

In a report to Governor Herbert Lehman and the New York legislature, the State Advisory Council on Unemployment Insurance disclosed an even split in its membership on the "merit rating" issue. The three employer representatives and one public representative favored immediate legislative action to establish a system of merit rating. The chairman of the advisory council, Prof. Herman A. Gray of New York University, and the three labor representatives recommended further study of the question for at least a year, before revision.

"The Case for Experience Rating in Unemployment Compensation" recently has been explored by two authorities who accept the principle but oppose the scheme put forward by the New York manufacturers. (A monograph by Herman Feldman, professor of industrial relations in the Amos Tuck School at Dartmouth, and Donald M. Smith of the Railroad Retirement Board. Price $1 from Industrial Relations Counselors, Inc., RKO Building, New York.) Their study has four objectives: to indicate the value of providing incentives to employers to reduce certain types of irregular employment; to show that some opposition to merit rating grows out of misunderstanding; to point out that opposition based on faults of legislative drafting should not confuse the real issues; "to present a constructive appraisal of the administrative problems arising from the application of experience rating," and propose "a method that is believed to be simple, economical, and effective." These authors find comparisons between employers' employment records and state averages to be "particularly vulnerable in principle because they do not permit valid standards of merit to be set up. The method does not require that a concern achieve a certain excess of contributions over benefits, or a substantial regularization of employment to attain a reduction in contributions; it requires only that the record of an individual employer be better than that of the average employer."

Record and Report—"Health Insurance," a report based on a year's study by the Social Welfare Committee of the City Club of New York, 55 West 44 Street, outlines the case for health insurance and puts forward principles it finds basic to a plan of compulsory health protection. . . . "Economical Administration of Health Insurance Benefits" is an International Labor Office study (734 Jackson Place, Washington; price $1.75) which examines "the whole problem of adjusting medical, pharmaceutical and cash benefits under health insurance schemes under principles of economy."

Jobs and Workers

DIFFERENCES between the earnings of women and men are shown once more in a survey of old age insurance wage accounts made by the bureau of old age insurance of the Social Security Board. During 1937, women on industrial and commercial jobs covered by old age insurance received an annual average wage of $525, as compared to an average of $1027 for men. In New York, one of the high-wage states, the average for women in 1937 was $676, for men $1211.

Coal Deadlock—At this writing, the long drawn out negotiations between the United Mine Workers of America and the coal operators are at stalemate. Since the union contract expired on April 1, about 350,000 miners in the Appalachian area and Alabama have been idle. The union has issued an order calling for a complete stoppage on May 5. The union demands either the closed shop or release for the workers from their guarantee against work stoppages, and liability to a fine of $1 to $2 per man for striking during the term of a contract. One group of operators favors acceptance of these provisions in the new contract, the other group favors a strong stand against these demands. John R. Steelman, chief of the U.S. Conciliation Service, has been designated by the Secretary of Labor as mediator. Should he fail to bring about agreement, a three-man mediation board may

be appointed to take over the task. Meanwhile, the threat of an acute coal shortage is being widely publicized.

Wage-Hour Rulings—In compensating salaried employes for overtime under the federal wage and hour law, Elmer Andrews, administrator, has ruled that the employe must receive compensation at one and one half times his regular rate of pay, and that this must be paid in money, not in time. . . . Forty-two states and the District of Columbia have been redesignated by Katharine Lenroot, chief of the Children's Bureau, as states whose certificates under the child labor sections of the wage and hour law will have the same force as federal certificates. The order continues a designation which expired on April 24, and is for a period ending November 1. At the same time Miss Lenroot announced that the bureau is ready to issue federal certificates of age in Idaho and Mississippi, and plans are under way for making certificates of age available in the remaining four states, Iowa, Louisiana, North Dakota, Texas.

Record and Report—On the much discussed Wagner Act: "Why the Wagner Act Should Not Be Amended," by the legal staff of the Congress of Industrial Organizations, 1106 Connecticut Ave., N.W., Washington, D. C.; price 3 cents; "Should the National Labor Relations Act Be Amended?" National Consumers League, 156 Fifth Ave., New York, price 2 cents; "Problems of the National Labor Relations Board," from the American Association for Economic Freedom, Washington, D. C. . . . About minimum wage laws: two reports from the International Labor Office, "The Administration of Minimum Wage Laws in the United States," by Ethel M. Johnson, price 60 cents; "The Minimum Wage, an International Survey," price $1.25; both from the branch office, 734 Jackson Place, Washington, D. C.; "State Minimum Wage Laws and Orders," by Florence P. Smith, Bulletin of the Women's Bureau No. 167, price 20 cents, from the superintendent of documents, Washington, D. C.

Concerning Children

DEPENDENCY is the family background of nearly a third of all the children under sixteen in New York City. Out of a child population of 1,629,000, more than 500,000 are growing up in families receiving relief.

Divided—In Nebraska, where there is no federal ADC program, mothers' pensions are granted in eighty-seven out of ninety-three counties. A recent survey based on questionnaires issued by the state division of child welfare showed that fifty-two county boards approve and twenty-four disapprove of making these funds subject to the supervision of the State Department of Assistance and Child Welfare in order to procure matching federal funds. Fifty-three of the administering judges approve and twenty-seven disapprove. Unknown is the sentiment of those county boards and judges who failed to report.

Also Rans—Three times as many old persons as children are receiving assistance under the Social Security Act—1,800,000 recipients of old age assistance as against 659,000 dependent children. One ninth of these children are in New York State where the dependent old folks are not so far in the lead, being only one and a half times as numerous as the youngsters.

To Washington recently went Commissioner William Hodson of the New York City Department of Welfare to take up the cudgels for the American Association of Social Workers in behalf of the country's needy children. The program the AASW advocates is similar to that urged by the Social Security Board: that the federal government should provide half of the expenditures for dependent children; that the monthly maximum reimbursement limitation be raised to $30; that reimbursement be made for half the cost of administration; that the Social Security Board be given power to establish minimum personnel standards and merit systems. Said Commissioner Hodson before the House Ways and Means Committee: "I would not like to think that the Congress had provided a larger percentage of aid in the case of old persons and blind persons than in the case of children simply because there are organized groups who were insistent upon liberal treatment in the case of dependent adults, and because there were no such groups in the case of children."

Joint Planning—A successful experiment in using the community case conference for dealing with child welfare problems was reviewed at the last Connecticut State Conference of Social Work by Eleanor Carr, secretary of the New Haven Case Conference, and Isidor E. Offenbach, executive director of the Jewish Welfare Society of New Haven. About two years ago public and private agencies in New Haven found problems involving children becoming more and more numerous in their case loads. Since public and private responsibility was not clearly defined, assurance in handling these problems was becoming increasingly difficult. Gathering together to dispel the growing confusion, several agencies established the New Haven Case Conference under the authority of the Council of Social Agencies. The conference's voting membership was comprised of the executives of the private and public, family and children's agencies, but cases were presented by agency staff members.

The conference met weekly to review all cases in which court commitment of children threatened, as well as all cases in which the New Haven Department of Charities was to be asked to pay board for children cared for outside their own homes. It was agreed that in emergencies children might be removed from their homes before the conference considered their cases, but that such cases should be reviewed immediately following the action.

During its first year of operation the conference considered problems of 159 children from seventy-nine families. Recommendations were made involving the various techniques and procedures of the state, county and voluntary agencies for the supervision of 118 children to receive care and treatment away from their families, and for forty-one to remain in or be returned to their own home. Every effort was made to consider the individual need of each child within the limitations of public and private resources. This cooperative method of planning has brought about a fine interplay between the public and private agencies, thus gradually clearing the way for an adequate definition of function in the child welfare area as it now exists in the family welfare field.

Refugees—A plan to insure accepted standards of child welfare for the treatment of the 20,000 German children to be brought into this country this year and next should the Wagner-Rogers bill pass [see *Survey Midmonthly,* March 1939, page 81] has been drawn up by a group of leading child welfare experts and submitted to the Non-Sectarian Committee for German Refugee Children. The plan designates the American Friends Service Committee as the central agency for the selection of the children abroad. Cooperating closely with the Friends Committee is the Non-Sectarian Committee for German Refugee Children formed to expedite the entry and placing of children in this country. The actual home finding and supervision would be done by accredited child welfare agencies.

Only those children "sound in body and mind" would be admitted to this country and these only after careful investigation and consultation with parents. For the latter job the Friends Committee would add to its staff in Germany several social workers trained for selection and "sensitive to the dangers involved in the child's temporary or permanent separation from its parents." On this side of the Atlantic the work would begin with social agency investigations of the homes of the thousands of families who already have offered to provide fos-

ter care for the children. Upon arrival the children would be given temporary care during a period of reorientation before final placement. The proffered plan urges that the American theory that every child has a right to a normal home life be applied to the refugee children, but also points out that among them, as among all groups of children, will be those exceptions for whom institutional life would be the most satisfactory arrangement.

The financial responsibility for the children's care would be assumed by the Non-Sectarian Committee which undertakes to make the guarantees required by the United States government as well as to allocate funds to individual child welfare agencies for their part in the work. The committee would also provide a central index so that any child might be located through the responsible agency at any time. The plan emphasizes the necessity of taking particular precautions to maintain some connection between parent and child.

Neglected—Despite prohibition, repeal, crusades, drinking remains one of the most frequent factors in child neglect. A recent study made by the Humane Society in Cleveland showed that alcohol was behind 25 percent of the society's cases of neglected children. Second most frequent cause was low mentality of parents, a factor in 19 percent of the cases. Third was divorce, responsible apparently for 11 percent of the child neglect known to the society.

The Public's Health

SICKNESS of the family breadwinner causes 15 percent of the dependency on home relief in New York State, according to a study recently made by the New York City Department of Welfare. Figures show that every month approximately 136,000 persons in 47,000 families depend upon the state for subsistence, because illness has forced the wage earner into idleness. The resulting cost is $22 million annually in home relief funds.

Prepaid Nursing—That the insurance idea is taking hold in the public health nursing field is evidenced by the report of the National Organization for Public Health Nursing that two agencies already are participating in prepayment plans and fourteen are working on plans. The consensus in nursing circles is that such plans should be "a part of a larger project which includes hospitalization or medical care."

Home Care—No boondoggling is New York City's WPA housekeeping service for the home care of chronic patients. Three years of this service have been evaluated in a report by Mary C. Jarrett, the project's technical adviser from the Welfare Council of New York City. The report is based on records kept with an eye to discovering the value to the patient and to the community of home care as against institutional care; the relative cost of home care to hospital and nursing care; the value of home care to patients in certain disease categories; its possible restorative value in psychiatric cases; the advisability of instituting housekeeping service as a permanent public welfare measure. All the results weigh heavily in favor of the service, with the exception of its value to specific diseases or psychiatric cases in which connection sufficient data has not yet been assembled. Results so far indicate that, besides helping the patient by offering care in an atmosphere in which he tends to be happier, the community by saving expense, and the hospitals by releasing beds for acutely ill persons, the housekeeping service helps other members of the patient's family by releasing tension and strain. The project is now employing 2000 housekeeping aides who are serving more than 3000 chronic patients and old persons.

Health Insurance—Voluntary health insurance will have free sailing in New York State if the legislature passes State Senator Joseph A. Esquinol's bill. Providing enabling legislation to cover all types of voluntary, non-profit health insurance the bill is much wider in scope than that previously introduced by Assemblyman R. Foster Piper which is limited to medical indemnity insurance. [See *Survey Midmonthly,* April 1939, page 117.] The new bill is backed by the Group Health Association of New York, a non-profit cooperative. . . . The Shipyard Workers Union of the New York Shipbuilding Company in Camden, N. J., has appointed a medical committee to consider the institution of a group medical plan for the workers and their families. The average income of these workers is around $1100. . . . In Boston a non-profit organization, Health Service, Inc., is endeavoring to set up a medical service system which will not conflict with the ideas of the state medical society. The plan now under consideration would provide limited diagnostic, laboratory, medical, hospital and surgical services for a moderate monthly fee and would include a health examination of all applicants. An existing medical institution would be chosen for the milieu of the work to be administered by a chief interne and one or more assistants, all of whom would be available also for home visits.

Volume—Though less than two months have passed since five staff physicians of Washington's Group Health Association were extended courtesy privileges by some of the District of Columbia hospitals, the association's report for the first three months of this year shows that 116 persons were hospitalized for a total of 710 days. Records show that the volume of medical care received by members of the association exceeds the amount estimated necessary for adequacy by the Technical Committee on Costs of Medical Care. Members have been seen by doctors on an average of ten times a year in comparison with the 6.6 minimum deemed desirable by the committee and the 2.6 found to be the actual average in the country. During the first three months of this year the Group Health staff physicians saw members on 18,571 occasions. Membership in the association embraces 5300 government employes.

Inventory—The seed planted by the National Health Conference last July has sprouted in New Jersey in the form of a health inventory now under way. It entails the cooperation of some 200 persons including state, county and municipal health and welfare officials, physicians, dentists, optometrists, hospital executives, educators, social workers, scientists. As members of committees and subcommittees of the New Jersey Health

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Literature on Request

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Baltimore, Md.

and Welfare Conference, which had its first meeting last November, these persons are taking account of health conditions, facilities and needs in the state in preparation for working out a program to help solve the state's health problems. Previous surveys of state conditions, the findings of the National Health Survey, and new surveys when necessary are being used as a basis for the work.

Business or Health—A lobby of taxi-drivers and clergymen was unsuccessful in its opposition to West Virginia's new law requiring doctor's certificates showing absence of infectious syphilis in applicants for marriage licenses. The opposition rose from the fact that border towns in West Virginia are the Gretna Greens of many a western Pennsylvania romance.

Among the Hospitals

INSUFFICIENT hospital facilities are not confined to rural areas, according to figures from two large eastern cities. A study made in Detroit shows that the eleven general hospitals which take care of 77 percent of the community's patients are usually occupied at 85 percent of capacity and in some months of the year are filled completely. The report points out that from the standpoint of community service a hospital in which 80 to 85 percent of the beds are occupied is filled to capacity. Those beds held for emergencies or reserved in advance, vacated in the afternoon and not reoccupied till morning, account for the remaining percentage.

Figures from New York City show that beds in municipal hospitals throughout the year are 100 percent occupied. Some wards are crowded with beds to 150 percent of normal capacity. In February this year the hospitals held 800 more cases at once than authorized. Though the voluntary hospitals report an average capacity of 70 percent, more than a third of their beds are for private or semi-private patients. The ward occupancy runs steadily above 80 percent often shooting up to 100.

The average occupancy for voluntary hospitals throughout the country was 70 percent in 1938; for governmental hospitals, 83 percent.

Incomplete Change—Old age assistance has converted many an almshouse into a hospital for the chronically ill. Unfortunately hospital standards have not always accompanied the transformation. In nine states out of nineteen in which poorhouses have been so converted no standards have been formulated for facilities, personnel, and management in the new hospitals. In uncovering this situation a joint committee of the American Public Welfare Association and the American Hospital Association has urged the states to take more responsibility for administering the institutional care of the infirm aged and the chronically sick. Responsibility now generally rests with the counties and local governments.

Insurance—Ward service insurance for low income groups is a part of the hospitalization plans in five cities—Utica, N. Y., Toledo, Ohio, Pittsburgh, Boston, and New Orleans—all developed since the National Health Conference last summer pointed out that subscription rates of most hospitalization plans exclude a large proportion of self-supporting or marginal families. Though the monthly dues of the ward service plan are not enough to offset the expenses to the hospital, justification for their low amount is found in the fact that the plan will embrace many families which in the past were paying only a portion of their hospital costs or none at all.

Next step of hospitalization plans promises to be the inclusion of medical care. Their lack of any such provision was also the object of criticism by the National Health Conference. Already plans are being seriously considered by hospital associations in New York City [see *Survey Midmonthly*, April 1939, page 117], Cleveland, Columbus, Richmond, Boston, Seattle and the states of California, Michigan, and Missouri. The only medical service now available through hospitalization plans is that provided by staff physicians through the wards to certain subscribers who are able to prove that they cannot pay a physician. In Rochester, N. Y., members of the local medical society have agreed to serve such patients gratis in semi-private rooms.

Though non-profit hospital insurance now covers nearly three million persons its success is largely urban. State-wide plans show less than a 2 percent rural membership. Since enrolling and collecting present more difficulties in the country, plans are now underway to approach farmers through their granges, unions and farm bureaus. The Group Hospital Service of Missouri already has had considerable success in its use of the State Farm Bureau as a collection agency, and in six months has enrolled 2500 farm families.

Of late years it has not been "news" when a ranking social worker in the private agency field went over to the public welfare service. But it still is man-bites-dog when one returns to the private from the public field. So it is news that Elwood Street has resigned after nearly five years as director of public welfare of the District of Columbia, to go to Richmond, Va., to direct the Community Fund and Council, succeeding Arthur A. Guild. Mr. Street directed the Washington Community Chest for six years prior to his public appointment. He is not withdrawing from the firing line, he says, but "at this time my particular kind of armament will be more effective from the outside than the in."

Democracy—State supported hospital facilities for Negroes, who as a race are known to be exceptionally sensitive to tuberculosis and other diseases, are all but lacking in Oklahoma according to a report, "State General and Tuberculosis Hospitals in Oklahoma," published by the Oklahoma Planning and Resources Board. The state's largest general hospital, University Hospital at Oklahoma City with a capacity for 327 patients, has only twenty beds for Negroes. Only two other state general or tuberculosis hospitals have wards for Negroes. Though the state operates two preventoriums for childhood tuberculosis neither is open to colored children. The Crippled Children's Hospital at the University Medical Center admits only white patients. The state provides over 12 percent of all hospital facilities in Oklahoma.

Footing the Bill—A flat daily rate per indigent patient to be paid by the government to voluntary hospitals has been urged in a joint report of the American Public Welfare Association and the American Hospital Association. The report points out that nearly half of the country's 3000 counties have no governmental hospitals and that in 296 of the most populous counties non-governmental hospital beds comprise two thirds of the accommodations. Disapproving of payment on a lump sum basis, the report suggests that public officials could deal with their community hospitals in joint councils through which per diem rates to include laboratory, X-ray and joint services could be arranged according to local conditions. The patient's medical need would be determined by physicians while govern-

mental agencies would determine the need for public aid in paying the bill.

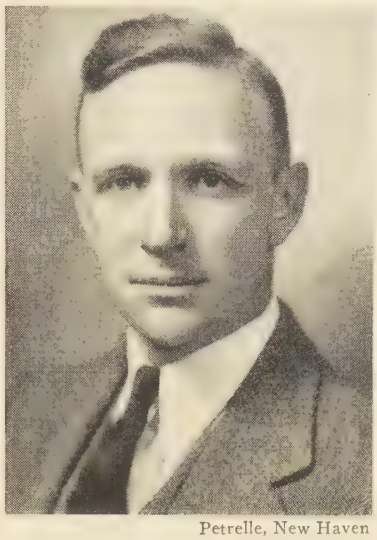
In New York, where a similar plan has been in existence for ten years, the voluntary hospitals recently have raised a cry against the inadequacy of the $3 daily rate paid by the city. Since it costs the city approximately $5 a day to care for a patient in a municipal hospital, the voluntary hospitals complain that the city finds it advantageous to refer patients to them. The city's answer, through the commissioner of hospitals, was that it is under no obligation to pay the hospitals anything.

Birth Control

"THE inclusion of contraceptive service in health and welfare programs of both public and private agencies" is the announced goal of the new Birth Control Federation of America, formed by the recent merger of the American Birth Control League and the Birth Control Clinical Research Bureau. Thus plans are being laid for a widened scope to develop from the reunion of the two organizations which separated ten years ago. By joining together again they expect also to be able to expand their work in the areas in which they are already recognized through developing clinical service on a national basis, intensifying the field work, promoting education, continuing medical research and carrying on a demonstration center. The organizations were brought together by the realization that their work has tended to overlap since the urgency for changing legislation has been tempered by court clarification of federal laws.

State Program—Set up under the approval of local medical societies, fifty-six birth control clinics in North Carolina mark that state as the first to develop a state birth control program. These clinics, established in the last two years, are located in half the state's hundred counties, their work closely coordinated with the general maternal and infant health program. Advice is given only to indigent mothers "on strictly medical indications," but others are urged to go to their family physicians. Practicing physicians have had their attention called to the legality of giving contraceptive advice. The service was begun in response to hundreds of letters written to the health department from women of low economic status asking for contraceptive information.

Free—A definite victory was won by the birth control movement in Puerto Rico when six directors of the Puerto Rico Maternal and Child Health Association recently were freed from indictments under the sections of a federal statute of 1873 which forbid the sale, loan or gift of articles for contraceptive purposes. Though intermittent indictments have taken place in various states under this statute, known as the Comstock Act, decisions generally have been favorable to the defendant, as the tendency in the courts has been toward liberal interpretation. In Puerto Rico, however, the question involved was whether an enlightened territory law enacted two years ago conflicted with the federal statute. The local law prohibits the general sale and distribution of contraceptives but at the same time directs the health department to provide clinics for the dissemination of information and also makes provisions for the sterilization of the unfit. The federal judge acquitted all the defendants in a decision which established that although the federal law does apply to Puerto Rico "contraceptive articles may have a lawful use and the statutes prohibiting them must be read as prohibiting them only when they have an unlawful use."



Petrelle, New Haven

First man ever to assume executive direction of the birth control movement in this country is Dr. Woodbridge E. Morris, recently appointed managing director of the Birth Control Federation of America. Prior to taking over his new position, Dr. Morris was director of the division of maternal and child health and the crippled children's service of the Delaware State Board of Health.

Chained—Prometheus of birth control agencies is the Massachusetts Birth Control League, rendered ineffectual by legal chains. Successive court battles to batter down the state's "indecency law" of 1879, following police raids on two of the league's health centers, so far have been unsuccessful. [See *Survey Midmonthly*, December 1938, page 390.] Though the league has not been able to continue its clinical services it has carried on its educational work through meetings and conferences. It also has been gathering its wind to renew the court fight against the old law by bringing cases specifically involving the question of whether a physician can prescribe birth control to protect the health of a mother. Defense will be provided by a committee of prominent physicians.

Birth Distribution—Alarmed at the declining birthrate, Dr. Frederick Osborn, research associate in anthropology at the American Museum of Natural History, speaking at the annual Herman M. Biggs Memorial Lecture at the New York Academy of Medicine, prescribed the paradoxical remedy of wider dissemination of birth control information. Dr. Osborn explained that the decline in births is taking place only in those families which can offer the highest social and economic advantages to children, and urged a supplementary educational program to induce greater reproductivity in these classes. An average of 2.6 children for each married woman in the country is necessary to maintain the present population.

Professional

MAY DAY marked the opening in New York of a vocational-placement service for public health nurses. Sponsored by the Nursing Bureau of Manhattan and the Bronx, which has been conducting a similar service for private practice and institutional nurses for the last six years, the new service has the tentative approval of the Committee on Vocational Counseling of the National Organization for Public Health Nursing. It will be nation-wide in coverage.

Courses—Part of a regular eleven months course in public health nursing is offered each summer by the School of Applied Social Sciences of Western Reserve University, Cleveland. Through the plan a student can complete the major part of the theoretical requirements for a Certificate in Public Health Nursing in three summers. This year's session runs from June 19 to July 28. . . . New York University is offering its course, "A Survey of Eye Conditions," in the summer session. Designed for workers in the fields of education, social welfare and public health nursing, the course presents a background for work in sight conservation and the prevention of blindness. Clinic demonstrations supplement the lectures.

Opportunities—Scholarships are available at Teachers College, Columbia University, for teachers, nurses and social workers dealing with the physically, mentally or socially handicapped. Study may be arranged to lead to a bachelor's, mas-

ter's or doctor's degree. Field work will be given by cooperating institutions and agencies. Address inquiries to Professor Merle E. Frampton at the college, 525 West 120 Street, New York. . . . An examination for medical social worker is being advertised by the City of New York Civil Service Commission. Seven positions in the Home Relief Division of the Department of Welfare and one in the Department of Hospitals are available. Candidates must be New York residents of three years standing. Applications close May 26. Inquire at Room 1400, Muncipal Building, Manhattan.

Institutes—The School of Applied Social Sciences of Western Reserve University at Cleveland is sponsoring an institute, June 5-17, for personnel in the public social services. Teachers will be Dorothy C. Kahn, former executive director of the Philadelphia County Relief Board; Phyllis Hill, former director of public assistance, Florida State Welfare Board; Vocille M. Pratt, faculty member. . . . The same school is offering a group work institute, May 29-June 16. Courses will be given in Principles of Group Work, Problems in Supervision of Group Work, the Understanding of Individuals in Groups, the Place of Creative Art in a Group Work Agency, and the Methods of Workers' Education. . . . The Williamstown (Mass.) Institute of Human Relations will be held August 27-September 1 under the auspices of the National Conference of Jews and Christians. The discussion will be concerned with the attitude which should be adopted by the nation's religious forces to halt the encroachments of totalitarian doctrines in this country.

Meetings—"What's Ahead for Rural America?" is the theme of the annual meeting of the American Country Life Association to be held August 30-September 2 at Pennsylvania State College, State College, Pa. . . . The National Recreation Council to meet in Boston October 9-13 will center around "Recreation and Democracy." . . . The fifty-sixth National Florence Crittenton Conference will be held at Boston, May 20-24. . . . Subject of the Southeastern Regional Conference on Cooperation in Greenville, S. C., May 18-20, will be "Educating People to Help Themselves." . . . The National Federation of Settlements will hold its 1939 conference in Jamestown, N. Y., June 16-18, with two later meetings in Buffalo in connection with the National Conference of Social Work. . . . Berlin will be the setting, September 16-20, of the meeting of the International Union Against Tuberculosis, headquarters of which are in Paris. . . . The joint annual conference of the American Society of Planning Officials, the American Planning and Civic Association, and the American Institute of Planners is meeting at Boston, May 15-17. . . . May 15-17 are also the dates for the United States Conference of Mayors being held at the Waldorf-Astoria Hotel in New York City.

New Yorkers going to the National Conference of Social Work, June 18-24, may make the trip practically an all day party by joining the *Better Times* Conference Special which will leave New York Sunday morning, via the Lehigh Valley Railroad, in time to reach Buffalo for the opening session. Incidentally they are promised a saving of 40 percent on the round trip coach fare. A similar saving may be made by groups of twenty-five or more who travel on other trains. For details query *Better Times*, 44 East 23 Street, New York.

AICP—COS

THE last words of the New York Association for Improving the Condition of the Poor and of the Charity Organization Society of the City of New York recently appeared a week apart, as final reports. Next year the report of the Community Service Society of New York will show how these two old but progressive agencies can carry on their services as a joint responsibility. [See *Survey Midmonthly,* March 1939, page 80 and April 1939, page 122.]

While both reports are for the year 1937-38, each devotes considerable space to the history of the agency and its past accomplishments. Ninety-five years of service have been completed by the AICP, the oldest family welfare agency in New York State. Started as an almsgiving agency during one of the worst depressions of the last century, the association grew to embrace four main types of service: health, family service, fresh air and old age, and in 1938 served over 50,000 persons in one or more of its capacities. The health service, which reached over 30,000 persons, includes four medical and three dental clinics, a mental hygiene clinic, thirty-four public health nurses engaged in educational work and caring for tuberculous families, two health centers concentrating on health problems in congested areas, and two convalescent homes. Nine vacation homes provide country fresh air to families, children and old people. Family case work, material relief, work relief, work for the handicapped, service for single men, are all part of the many-faceted family service division. The old age service includes the operation of two homes in the country, a city apartment house for the aged and care of old people in their own homes.

Not so tangible but none the less real are the services of the COS, formed fifty-seven years ago as a coordinating agency for the many scattered philanthropies in the city. Experimentation has always been its motto and many of its projects have wandered off to independence or have been adopted permanently by other organizations after their worth has been proved. Among the former is *Survey Midmonthly* which had its beginnings in the old *Charities Review* published by the COS in 1891. Today the society maintains the Institute of Family Service which advises and aids 7000 families a year; the Inter-City Bureau, an information exchange for social agencies in all parts of the world; the Kennedy Employment Service; the New York School of Social Work; the Committee on Housing, which is making an intensive study of housing needs of low income families and the practical means of meeting them; the Contributors Information Bureau, a service to the prospective philanthropist.

Both reports emphasize the freedom that has come to the private agencies with the public assumption of responsibility for relief. The AICP saw in this newfound freedom a chance for the expansion of its health work, thus digging at the roots of one of the main causes of poverty and distress. The COS saw an opportunity for more intensive work in rehabilitation and family counsel. Together the organizations, as the Community Service Society, can be counted on to continue the trail-blazing toward social betterment that has become one of the main functions of private social work.

People and Things

FRIENDS of Survey Associates who plan to "shuffle off to Buffalo" next month should underscore June 21 on their calendars, that being the date of the Survey tea at the Hotel Statler. From four-thirty to six-thirty—P. M., by the way—available authors, contributors and "interesting people," yes, even editors, will be on exhibit, with no glass cages to protect them from pieces of the readers' minds. Survey Associates extends a cordial invitation to all those visitors to the National Conference who count *Survey Midmonthly* or *Survey Graphic* among their friends to come and join the party.

Interpretation—The news letter of the U. S. Probation System, Federal Bureau of Prisons, has stepped up from the mimeograph to the printing press and now appears as *Federal Probation,* a well designed and dignified quarterly publication of which Richard A. Chappell is editor. Distribution has been extended to include all federal judges, district attorneys, marshals, probation and parole officers and federal institutions. On request (Room 4706, Department of Justice, Washington, D. C.) it will be sent to libraries and

state and local probation and parole organizations and welfare agencies. . . . The Boy Scout movement as an effective weapon against democracy's twin enemies, communism and fascism, is the theme of an elaborate photographic brochure issued by the Boy Scouts of America, 2 Park Avenue, New York. Available to local scout councils on request. . . . Photography is also the nucleus of a striking folder issued by the Baltimore chapter of the American Red Cross. Action pictures illustrate each type of Red Cross Service available in Baltimore. From chapter headquarters, 202 Guilford Avenue, Baltimore, Md.

Chairman—Ernest M. Hopkins, president of Dartmouth College, has been elected chairman of the General Education Board to succeed John D. Rockefeller, Jr. Mr. Rockefeller, having reached the age of sixty-five, automatically retires from the board of which he has been a trustee for thirty-six years and chairman for three years.

Officers and Staff—Incorporation of the Community Service Society of New York (see page 152) has been completed and a board of eighty-eight trustees elected. Walter S. Gifford, former president of the Charity Organization Society, is chairman of the new board. Barklie Henry, former president of the Association for Improving the Condition of the Poor is chairman of the executive council of the new society; Stanley P. Davies, former general director of the COS, its executive director. William H. Matthews, former director of the family welfare division of the AICP, will have charge of special activities such as homes for the aged, sheltered workshops and fresh air camps. Walter W. Pettit will continue as acting director of the New York School of Social Work. The society's Institute of Welfare Research has not yet been set up, nor its personnel selected.

Glad Department—First woman ever to receive the gold medal awarded each year by the Hundred Years Association of New York is Mrs. August Belmont, Survey Associates' friend and board member *ex-officio*. The award is based on outstanding civic service. Among those organizations which have benefited from Mrs. Belmont's public-spirited energy are the Welfare Council of New York, the Citizen's Family Welfare Committee, the former Emergency Unemployment Relief Committee of New York City. The citation particularly commended Mrs. Belmont's work as chairman of the Metropolitan Opera Guild.

Promoting Health—The recently organized Michigan Society for Group Hospitalization has lured its head executive, John R. Mannix, from the University Hospitals, Cleveland, where he was assistant administrator. . . . New state secretary of health in Pennsylvania is Dr. John J. Shaw who succeeds Dr. Edith McBride Dexter. . . . Dr. Louis Spekter is now chief of the division of crippled children of the Connecticut State Department of Health, succeeding Dr. Russell V. Fuldner.

Social Workers—The newly established Urban League of Washington, D. C. has chosen as its head, George W. Goodman, formerly executive secretary of the Boston Urban League. To Boston in Mr. Goodman's place goes John Carvell Smith, Jr., winner of the 1937 Urban League social work fellowship. . . . Amy W. Greene has left the social service department of the Children's Hospital in Boston to become chief of the social service department of Baltimore's famed Johns Hopkins Hospitals. . . . Katherine Stover has been appointed staff member of the Family Service Society of Yonkers, N. Y. . . . T. Lester Swander, vice-president of the New Jersey Welfare Council, has resigned from the position of welfare director of the Newark Welfare Federation. . . . Social work lost to business recently when Mrs. William C. Davies, general secretary of the Buffalo YWCA, resigned to become general secretary of the Buffalo Paper Products Company. . . . The Junior Red Cross has a new national director in James T. Nicholson, formerly manager of the Chicago Red Cross chapter. He succeeds Walter S. Gard, retired after twenty years of service. . . . George Bedinger, who left New York some fifteen years back to go to Philadelphia as executive director of the Public Charities Association of Pennsylvania, has returned to his old stamping ground as executive field secretary of the Episcopal Diocese of New York.

Crime Preventers—The Department of Justice, Washington, has chosen Dr. F. Lovell Bixby to become chief of probation and parole in the Bureau of Prisons. Taking Dr. Bixby's place as field secretary of the Osborne Association is Dr. George C. Minard, who will retain his position as professor of education at New York University. . . . John R. Cranor has been named director of the Hawthorne-Cedar Knolls School which is maintained by the Jewish Board of Guardians of New York. Mr. Cranor was formerly assistant superintendent of the Connecticut School for Boys.

What, No Colonels?—From the Kentucky State Department of Welfare comes word that Nell Whaley, formerly with the child welfare and public assistance divisions, has been appointed informational representative for the department; also that Nelle Williams, recently with the Michigan department has "signed on" as a temporary consultant to the division of public assistance, and that Mrs. Shelby N. Dietrich has been appointed director of the child welfare division of which she has been acting head for nearly a year. The former director, Mabel Marks, was injured in a train wreck last summer while en route to the National Conference in Seattle and has been on leave ever since. She will continue to serve the division as a special consultant.

Deaths

GEORGE ELMER HOOKER, for forty years a resident of Hull-House and for more than twenty years the civic secretary of the City Club of Chicago. Mr. Hooker was known to a whole generation of social workers and progressive citizens for his courageous ideals and his devoted efforts in behalf of good government, community welfare and the whole cause of social justice, ideals and efforts which were not limited to the local or even the national scene, but extended to the international, particularly through the humanistic activities of the committees of the League of Nations.

DEWEY R. JONES, distinguished student of Chicago's Negro problems, who at the time of his death was a resident of Hull-House, engaged by means of a Rosenwald fellowship in a study of the social and economic needs of the lowest income group in the area.

GLADYS C. MEAD, who for fourteen years was associated with the medical social service work of the American Red Cross in government hospitals in the Middlewest. When that work was discontinued in 1933 she went to Harper Hospital, Detroit, as supervisor of case work in the social service department.

DR. WILLIAM H. PARK, director emeritus of the Bureau of Laboratories of the New York City Health Department and, until his retirement in 1937, Herman M. Biggs Professor of Preventive Medicine of New York University and Bellevue Hospital Medical College. Dr. Parks' research was mainly responsible for the conquest of diphtheria by toxin-antitoxin. For this and for the fruits of other research he was honored by universities and by professional and scientific bodies everywhere. Yale University cited him as "the perfect type of the scientist in the service of the state."

COL. EDWARD UNDERWOOD, for forty-one years an officer of the Salvation Army, stationed for the past nineteen years in New York, but widely known among social workers throughout the country for his progressive social philosophy and for his rare qualities as a leader, a speaker and especially as a friend.

Readers Write

"Echoes of the Lima Conference"

To the Editor: In the February *Survey Midmonthly* appeared an article by Mrs. Elisabeth Shirley Enochs entitled "Echoes of the Lima Conference." An echo is supposed to be a faithful reproduction of sound; the echoes conveyed by Mrs. Enochs fall strangely on my ear.

The achievements of the Inter-American Commission of Women are familiar to me. For years I have worked for the commission in Central and South America and contributed to its support. I went to Lima to assist it.

The restricted space allotted by the editor makes it impossible to correct all of the errors in the article. I will address myself to a few of them. Concerning the conference's attitude toward the commission, Mrs. Enochs says: "the Peruvian delegation favored its [the commission's] abolition," and "Elise F. Musser of the U. S. delegation and Dr. Balmaceda de Josefe [woman adviser on the Mexican delegation] deserve the main credit for overcoming Peruvian objections to the commission." When Mrs. Enochs and other lobbyists made the quoted allegation in speeches upon their return from Lima, members of the commission who had been accorded signal cooperation by the Peruvian delegation were so astounded that an inquiry on this point was made in Peru. On the highest authority it may be said that neither Sra. Mercedes Gallagher de Parks, the only woman adviser on the delegation, nor any other member of that delegation ever proposed or contemplated any project whatever relating to the commission.

Mrs. Enochs also says: "Others [other delegations] wanted the commission made an official part of the Pan-American Union, supported by a quota from the budget of the Union instead of by private funds raised by the chairman as at the present time." No project to this effect was introduced except by Mexico, which proposed that the commission "be made an integral organ" of the Union. This was so unpopular that not only did no other delegations support it but the Mexican delegation abandoned their own proposal. The governing board of the Union on March 1 ruled that the commission continue as an autonomous body as it has been since its creation.

Mrs. Enochs implies and has elsewhere said that attacks on the commission came only from the Latin delegations and that Mrs. Musser saved it. On the contrary, the Latins who initiated the consideration of women's rights by Pan-American conferences fifteen years ago have staunchly defended the commission since its creation ten years ago. The records of the Lima conference show only two projects introduced concerning the commission, one by Mexico and one by the United States. The United States project was the only one hostile to the commission. It asked the conference to resolve: "that *each government be requested to appoint* a qualified woman national to serve on the commission." [Italics mine.] This was an attempt by the administration at Washington to make it possible to force out the entire existing personnel of the commission, thus crippling its work. It was defeated by the Latins as an unwarranted interference with sovereign acts of their governments in the prior appointments of commissioners. Mrs. Enochs says that "the resolution as finally adopted" [by the conference] provided that "governments were asked to appoint women members promptly." On the contrary, the resolution adopted is *verbatim* that "the governments which as yet have not appointed their representatives on the commission" shall proceed to do so as soon as possible. This text was specifically adopted to protect the existing personnel of experts against partisan politics.

Mrs. Enochs says that efforts "to adopt a resolution on protective legislation for wage earning women and maternity provoked one of the liveliest controversies of the entire conference." The record shows that this particular issue was not publicly debated in the conference. On December 17 the Report of the Inter-American Commission of Women was adopted by the conference's Commission on Political and Civil Rights of Women. During the discussion that occurred at that time, the gifted plenipotentiary of Brazil, Rosalina Coehlo Lisboa de Miller, made a memorable plea for equal treatment of men and women in all pursuits of life, but there was no debate on "protective" legislation as such.

Mrs. Enochs says also: "The most vigorous of the drives for protective legislation came from the Mexican delegation." This is not a careful statement of the facts. The interest of the Mexican delegation was not in differential treatment based on sex but, as stated in its project, concerned "the most ample opportunities for work justly rewarded" and "special provisions to make motherhood compatible with work." To make work and motherhood compatible is the desideratum of many intelligent feminists.

Mrs. Enochs says that Doris Stevens [U. S. member and chairman of the commission] was "frankly resentful" that the U. S. delegation was "introducing a resolution urging protective legislation for working women." If Miss Stevens was resentful at all she was resentful of the steam roller methods of certain members of the U. S. delegation. Secretary of State Hull had suggested that consultations be held between the four U. S. members on the conference commission on women's rights and Miss Stevens, and it had been agreed to exchange texts. On December 5 on shipboard, Miss Stevens gave the U. S. delegation the complete text of the only recommendation of the commission—a convention on equal political rights. The first consultation was held on December 9. Between then and December 17—the last day for the introduction of all conference projects—the U. S. delegates did not show her an important part of their text, namely, the section concerning "protection."

Mrs. Enochs says that "it was obvious from the start that a majority of nations considered suffrage to be a subject for domestic rather than international action." The twenty-one governments agreed in the Lima Declaration in Favor of Women's Rights as adopted that "women have the right to equal political treatment with men." Mrs. Enochs may not understand that any action taken by an international conference is *international action,* and that a declaration ranks just below a convention as the strongest international action that nations can take. The U. S. proposal was in the weakest form—a resolution. In content it was infinitely weaker than the women's rights resolution adopted by the Fifth Conference [Chile, 1923].

The reason why the commission did not recommend legislation governing women's work at this time is easily explained. The greatest advance in the five years between the Montevideo and Lima Conferences had been in political rights. The right to vote and hold office is now enjoyed by men and women equally in territory of the American Republics embracing 80 percent of the population. The commission recommended the extension of this democratic reform to the remaining 20 percent. At Lima the commission submitted a study of the existing laws governing women's work in industrial, commercial and agricultural pursuits as compared to those governing men's. The commission hoped that during the five years that will intervene before the Ninth Conference, political rights could be completed and then women themselves could determine legislation regulating their working conditions. The commission felt that to "protect" any section of the community before that section has the right to determine what the "protection" shall be, was a dangerous precedent.

I predict that future students of this

episode will applaud the commission's stand and will say that the administration fumbled badly in diplomatic procedure; took a regrettably reactionary stand towards workers of both sexes and attempted to injure the Inter-American Commission in its pursuit of civil liberties.

New York MARY WINSOR

TO THE EDITOR: To answer once and for all time the many misstatements that have been made with regard to the official status of the Inter-American Commission of Women it is necessary only to recall the first meeting of the commission held in Havana in March 1929 at the invitation of the Cuban government. The records show that Victor Maurtua of Peru and Dr. James Brown Scott, then respectively president and vice-president of the Third Commission created by the Sixth Pan-American Conference to deal with conflict of laws and uniformity of legislation, and Dr. Bustamente, the distinguished president of the Sixth Conference, after consideration of the resolution of February 18, 1928, creating the commission, agreed on a ruling which defined and established its status as follows:

"The Commission possesses an official character and forms part of the organisms through which the Pan-American Union performs its important functions. It deals with a resolution of the Conference which must be complied with in its entirety through the intermediary of the Pan-American Union, and which can only have its full efficacy in this way. In consequence thereof, the Commission must function in Washington, the Pan-American Union placing at its disposal all necessary elements, including quarters and its personnel in aid of its labors."

New York JANE NORMAN SMITH

Letters challenging some of Mrs. Enochs' statements relative to the Inter-American Commission of Women also were received from Rebekah S. Greathouse and Bernita Shelton Matthews of Washington, D. C., and from Buella Agey of Norfolk, Va.

TO THE EDITOR: I am glad to indicate the source of the statements made in my article "Echoes of the Lima Conference" (the title was not mine) which are questioned by Miss Winsor. On December 11 Mrs. Mercedes Gallagher de Parks of the Peruvian delegation took Dr. Esperanza Balmaceda de Josefe of the Mexican delegation and others on an all-day excursion. Mrs. Parks was then emphatic in her opinion that the Inter-American Commission of Women should be abolished and Dr. Balmaceda at first was inclined to agree with her. Later Mrs. Musser urged them to consider the services rendered by the commission and the fact that merely having women members of delegations—a resolution urging all American governments to appoint women delegates to future conferences was talked of—however desirable, would leave no one to study women's problems between conferences. No resolution to abolish the convention ever was introduced because informal discussions had brought a change of view. Mrs. Parks and Dr. Balmaceda, in interviews I had with them early in the conference, had said they favored abolition of the commission. Dr. Balmaceda and several others thought the commission should be financed by the Pan-American Union. Dr. Balmaceda repeatedly said, "We women are the Cinderellas of this conference."

My statement that Miss Stevens was resentful of the clause on protective legislation in the resolution of the U.S. delegation was the result of Miss Stevens' own statement to me to that effect after she had been in conference with Mrs. Musser. The contents of this resolution were known to Miss Stevens before December 17.

Dr. Balmaceda de Josefe made several statements to me on the subject of protective legislation for women. I have known Dr. Balmaceda for many years and we were fellow delegates to the Seventh Pan-American Child Congress in Mexico City. She enthusiastically supported that part of the Lima Declaration on women's rights, recognizing the right of women "to full protection in and opportunity for work" and "to the most ample protection as mothers."

Differences between treaties, conventions, and declarations are generally known. The record shows that the Latin-American nations were quite willing to declare in favor of the right of women to political treatment on the basis of equality with men and to equality of civil status, but that they were unwilling to assume a binding obligation by treaty or convention. The chairman of the delegation of the Dominican Republic made this attitude clear in his formal speech at the opening plenary session. Cuba's Minister of Foreign Affairs indicated a similar attitude in his speech accepting chairmanship of the Commission on Civil and Political Rights of Women.

ELISABETH SHIRLEY ENOCHS

Washington, D. C.

Publicity Firsts

TO THE EDITOR: In the section "Among the States" in the Social Front department of the February *Survey Midmonthly,* due credit is given the New York State Department of Social Welfare for its planned publicity program.

I have been more than ordinarily interested in the New York plan because those who wrote it consulted us about our own experience with a complete departmental division on information and public relations. We think the New York plan is admirable because, since Maying that it is workable and is successful in winning public understanding and support.

While New York may lay claim to being the "first state to *write up* a publicity plan" so comprehensive in scope, I am sure the record will show that it has been neither the first to project such a program nor the first to put it into action. Ours has been in operation on a comprehensive scale since May 1937. I do not wish to deprecate in any way the New York program. I think it excellent in every detail and wish the New Yorkers the success with it that we have had.

DUDLEY A. SMITH

Director, Division of Information and Public Relations, Indiana State Department of Public Welfare

New, Newer, Newest

TO THE EDITOR: It was a surprise to us to read in the February *Survey Midmonthly* [see Volunteers, page 53] that our lecture course on medical topics for social workers both professional and volunteer, was "not so new as the Brooklyn program." Innocently enough, we believed that we were pioneering in a field usually closed to lay persons. We had undertaken the program because of the widening breach that seems to be threatening social work and medical relationships. In planning the course, we urged the physicians to present their views on "socialized medicine," and at the same time urged social workers to explain the need for cementing the working relationships between the two professions.

We were told by Dr. Elmer Heath, assistant dean of our University Medical School (who has since died), that he could never remember a previous occasion in which leading specialists had addressed large lay audiences on the technical aspects of the fields in which they were practising. It was only Dr. Heath's own far-seeing social concepts that prevailed upon several of these conservative professional men to break their precedents in this respect. At the time they were bitterly criticized by obdurate members of their own profession who believed that such discussions belong properly and only in the medical school lecture rooms.

GERTRUDE G. HUNT

Executive Secretary, Volunteer Service Bureau, Buffalo, N. Y.

The description "new" in the item in question referred to the time and not to the content of the two lecture courses, the Brooklyn program on the general field of social work being in its first year, the Buffalo program on medical topics in its second. The Volunteer Service Bureau of Buffalo has offered less specialized programs for several years past.

—THE EDITORS

Book Reviews

Pick of the Crop

READINGS IN SOCIAL CASE WORK, 1920-1938, by Fern Lowry. Columbia University Press. 810 pp. Price $3.50 postpaid of *Survey Midmonthly*.

BETWEEN the covers of this volume are seventy-four papers and addresses by different authors dealing with social case work: its underlying philosophy, its processes, its functional relationships to other fields of social work, the professional considerations that apply to it, and its relation to the community. The arrangement is original and logical. It is interesting to note the old terms "investigation," "diagnosis," "treatment," appearing once more as division subheadings.

The volume is designed primarily as a source book for students and teachers of social work. Since four fifths of the articles come from two sources presumably accessible to them—*The Family* and the "Proceedings of the National Conference of Social Work"—it may prove even more useful to practitioners who have scant library facilities. Almost any social worker will be surprised to discover how much of enduring significance he has overlooked in the course of his periodical reading.

Each article before acceptance for the volume had to answer the question, "Does it have utility or significance for the practitioner today?" This may explain the failure to find in the collection some of the articles which stand out in the recollection of older social workers. Whatever their significance twenty years back, the rapid changes in social work may have caused these articles to have only historical significance today.

However, the classic method of reviewing an anthology is to comment on the things it does not contain. What—one's own landmarks not included? For example, Grace Marcus is represented by one paper, but not by her highlight of the 1936 AASW Delegates' Conference, "Relief and the Struggle for Independence." Neither Dorothy Kahn nor Linton Swift appear in the list, though both have made signal contributions to recent case work literature. Perhaps the most singular omission of all in a volume dealing with social case work in all its aspects is that of Mary E. Richmond. The decade which remained to her after 1918 was not prolific in articles, but it did contain her memorandum prepared in 1921 for the White House Conference on Unemployment, which was practically the only document available on the subject at the onset of the depression of the 1930's. Her last address, made at Buffalo in 1927, dealt primarily with the founding of new families, but nevertheless contained memorable advice to social case workers on the intersection of their work and that of other social forces in the community.

Is it due to accident or design that only three articles in the collection deal with modifications in practice in tax-supported social work? Is it that, exigent though this topic be, no one has had time to write articles about it worthy of a place in such a collection? Or perhaps, in considering a subject in the large and from the student's point of view, the practices that result from inordinate pressure should be minimized in discussion, lest they interfere with the production of the keenest edge on the razors which later will be devoted to cutting grindstones. For this purpose, you recall, only the best razors should be used.

GERTRUDE SPRINGER

Towns Are Different

THE CHANGING COMMUNITY, by Carle C. Zimmerman. Harper. 661 pp. Price $3.50 postpaid of *Survey Midmonthly*.

THE idea of a pleasant time among rural sociologists, some years ago, was to spend an evening heaving definitions of "community" at each other while the innocent bystander looked on with tolerant amusement. But serious scientific advances have sprung more than once from seemingly sportive beginnings. Today, it may be said that rural sociology has "arrived," after a long period of mere matter-of-fact "surveying," because the devotees of community definition have improved both their aim and their technique. The community no longer is regarded as merely a unit carved out of a larger, vaguely circumscribed "society"; it has in modern sociology a life of its own, with processes and laws distinct from those of any other social organism.

Among American sociologists none has labored more successfully on the clarification of the community concept than the author of the book under review; and none, perhaps, has had a more varied practical experience of local rural studies to make sure that theory fits the facts.

The present work includes a great variety of detailed studies, ranging from Minnesota and the prairie provinces of western Canada to North Carolina and Missouri. Types of communities studied include the parasitic town in a summer residential area, the conservative small manufacturing town, the manufacturing town deprived of its main industry, the chance aggregation of early settlers, the prosperous farm center, the urban center of a declining rural area, the isolated hamlet, the proud old New England town, the dairy-farm center, the shipbuilding town, the progressive mill town, the summer resort, and so on. However, these categories (not the author's) do not in every case indicate the chief significance of the sample. In fact, it is the special merit of Professor Zimmerman's description and analysis that he does not try to fit each community into a preconceived pattern, but brings out the diversity of traits that make up the individual community portraits. The "personality" of a community is shown to be rooted in experience, sometimes continuous over several centuries and sometimes sharply divided into clear-cut episodes.

The author demonstrates that the centralization of government and the decline of the middle class unquestionably are producing a trend toward a diminished importance of the local community in economic and political controls. Though the scope of the book does not permit him to develop the idea very far, he hints that in a democratic society this trend is decidedly dangerous. It is to be hoped that Professor Zimmerman and other American sociologists will study more exhaustively the extent to which other types of social organization, as yet imperfectly developed, may be counted upon to provide those necessary links between individual and state which the local community formerly offered.

New York BRUNO LASKER

Life and the Normal Child

THE SOCIOLOGY OF CHILDHOOD, by Francis J. Brown. Prentice-Hall. 498 pp. Price $2.25 postpaid of *Survey Midmonthly*.

HERE is a textbook as human and homely as a talk over the back fence. "The Sociology of Childhood" is neither a psychiatrist's holiday nor a scientific manual. It is a study of the social relationships of the normal child, his adjustment to his family, his playgroup, the school, recreation, the state and the church.

Though there is a plethora of books on children by doctors, psychologists and teachers, sociologists have in the past concerned themselves largely with the adult. Now, possibly led by the psychiatrists, we are coming to realize with Mr. Brown that: "If we can unravel the threads of social organization in childhood, we shall stimulate, at least in broad outline, a basis for social control."

The significance of such a book should be to help us understand childhood problems through an integrated picture of child life. For the teacher to see into the home, for the parent to reevaluate the school, and for both to understand the importance of the child's position in his other groups, are vital needs in the complex modern community. Although we may realize that the child who bullies his gang has probably been the victim of aggressions at home, we have not yet identified him fully with the tyrannical adult in public affairs.

The chapter on the child and the school should be a spring tonic to all teachers. The fact that education can be exciting and practical for both children and teachers has not yet been widely demonstrated. Of particular interest to parents will be the chapters on radio, movies and their influence upon children. We learn from the studies quoted by the author that movies have more influence than any other factor in the child's life except the home. As commercial enterprises, both the moving pictures and the radio are eager to please the public. The power to control these influences lies in our hands. The modern child is faced with choices requiring judgment that can be developed only through the mutual efforts of the forces comprising his environment. MARGUERITE HURREY
Harriet Johnson Nursery School

Practical Practice

METHOD AND SKILL IN PUBLIC ASSISTANCE, by Rosa Wessel. Pennsylvania School of Social Work. Distributed by Centaur Bookshop. 100 pp. Price $1.50 postpaid of *Survey Midmonthly*.

IN this second volume of the *Journal of Social Work Process* the Pennsylvania School of Social Work has made a distinctive and timely contribution to the field of public assistance. Five out of the seven articles are drawn from theses presented by students at the school. The others are by Dorothy Kahn and Kenneth Pray. The introduction by Rosa Wessel is one of the most valuable contributions in the volume. The articles are well written, packed with significant thought-provoking material and rich with illustrations. They are especially valuable as a record of practice and education in a city which had continuity of leadership in both public agency and school throughout the critical period from 1932 to 1938.

The book should be of interest to administrators for its clear definition of the function of a public agency; to supervisors and visitors, for the light which it throws on practice and the realities of the day-to-day job; to the layman, because it reconciles efficiency and the need to account for wise expenditure of money, with skill in safeguarding human values; to auditors, because it should help them understand the function and skills of social workers. The emphasis on human values is particularly needed now when the public assistance world is full of mechanical devices and routines, and clouded with assumptions that applicants are "chiselers" until proven otherwise.

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At the end of the first article, "The Foundation and Framework of Practice," Miss Kahn, with her usual skill, states

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the principles upon which the Philadelphia practice of public assistance has been based. The keynote of the book is given in these two sentences:

"As we examine and attempt to articulate philosophy, method and procedure in the manner here used, we find elements not only in the public assistance situation itself but in the whole fabric of its administration, which depart so far from the methods of private social work as to create a new set of concepts and to make an original contribution to the practice of case work. The articulation of these concepts and the persistent painstaking development of these and other methods in this expanding field are a challenge and an opportunity for the social workers of this generation."

JOSEPHINE C. BROWN

School of Social Work, Catholic University of America, Washington, D. C.

Conflict and Paradox

NAZI GERMANY—ITS WOMEN AND FAMILY LIFE, by Clifford Kirkpatrick. Bobbs-Merrill. 353 pp. Price $3 postpaid of *Survey Midmonthly*.

THE author gives a painstaking picture of his subject, drawn from manifold sources, carefully listed, and from personal investigations carried on during a year's residence in Germany. While one sometimes may regret his choice of material or a particular emphasis, his conclusions give a correct picture of the paradoxical situation of women in Germany today.

National Socialism is a masculine movement which differentiates sharply between men and women. According to its theory, women are limited to "reproduction," "womanly work," and "the home." The attempts to transform this theory into practice have resulted in cutting women off from intellectual pursuits and responsibility for leadership and in furthering marriage and reproduction, but not in restricting them to "womanly work." Under the pressure of a war economy, women have been geared into the vast economic machine like all other German citizens. Thus under economic necessity, the clear-cut sex differentiation of Nazi theory breaks down.

LOUISE W. HOLBORN

Cambridge, Mass.

. . . and How It Grew

PUBLIC EMPLOYMENT SERVICE IN THE UNITED STATES, by Raymond C. Atkinson, Louise C. Odencrantz and Ben Deming. Public Administration Service, 482 pp. Price $3.75 postpaid of *Survey Midmonthly*.

PUBLIC employment service has become an important and permanent factor in the economic organization of this country since the passage of the Wagner-Peyser Act in 1933. Before that time, public employment offices had been in operation in various states but there was nothing which could be called a national organization. The present nation-wide coordinated public employment service owes its growth, in the first instance, to the vast public works and work relief projects throughout the country, and, more recently, to the passage of unemployment compensation legislation containing provisions for its administration through public employment offices. These two factors, although they have been responsible for the rapid growth of public employment service, have also resulted in limiting development of its primary function, private placement, because of the size and difficulties inherent in these two programs.

This volume presents a comprehensive analysis of the problems and the techniques, administrative and procedural, for meeting them. It is not on the defensive or, perhaps better, offensive, as was true of earlier studies, but it assumes the acceptance of public employment service as an integral part of government. Nor is the presentation academic. It is based on an extensive field survey undertaken in 1936 and further studies during the first half of 1938, after the beginning of unemployment compensation activities, embracing the examination of nearly 200 officers. It is the first comprehensive work since the "bible," "Public Employment Offices" by Shelby Harrison and associates, published eighteen years ago and is a worthy "new testament," embracing the substantial changes which have occurred during this period. The authors are to be congratulated on a volume which should be of equal value to the staff of public employment services and to students of the problem of unemployment.

New York RICHARD P. KELLOGG.

Push and Pull

CITYWARD MIGRATION: SWEDISH DATA, by Jane Moore. University of Chicago Press. 140 pp. Price $2 postpaid of *Survey Midmonthly*.

PEOPLE leave the farm for the city because they are both pushed and pulled in that direction. The push—population pressure—is expulsive; the pull—enlarged opportunity—is attractive; the total is an economic force of great power which many rural-born youths find irresistible.

But not all. What this author calls the "sociology of habit" is also present, operating as a deterrent. To some it is stronger than the urge to migrate. To others it only delays or deflects the inevitable movement.

This volume reports the study of the operation of this force among certain Swedish migrants who finally reached Stockholm after abandoning rural life. It is interesting to note how the old home patterns affected their progress from farm to city, causing sojourns for varying periods in town or village before

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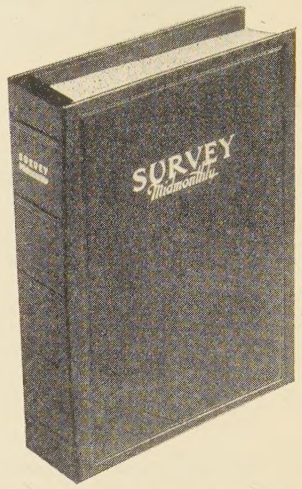

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New York RUSSELL H. KURTZ

Housing Experience

EUROPE RE-HOUSED, by Elizabeth Denby. Norton. 284 pp. Price $3.50 postpaid of *Survey Midmonthly*.

THE author's eight years of practical work in slum clearance and rehousing projects in London, and a year's study of low rent housing on the continent bear fruit in this book, made possible by a Leverhulme fellowship. It offers a clear statement of housing conditions which confronted post-war Europe and a lively account of how the countries (Sweden, Holland, Germany, Italy and France) have tried to improve them. The final chapter offers specific suggestions as to how England, in particular, can profit by a study and application of the experience of these countries.

The foreword by Walter Gropius, now chairman of the department of architecture of Harvard University, adds to the importance of the volume. Dr. Gropius offers the suggestion, applicable in the United States as well as in England, that an Institute of Building Integration should be created "in which manufacturers would cooperate with authorities, architects, engineers, contractors, trade unionists and consumers to further the common good; where all the existing institutions for public and private research and building practice could exchange their experience and results and also acquire a better insight into the difficulties of correlated problems; where the interrelation of everything concerned with housing would be the major task, set above the innumerable special problems involved in housing." LOULA D. LASKER

Five Brothers

BROTHERS IN CRIME, edited by Clifford R. Shaw. University of Chicago Press. 364 pp. Price $3 postpaid of *Survey Midmonthly*.

THE latest approach to the problem of crime prevention is suggested here by concrete illustrations of effective rehabilitation obtained by an intensive and continuous program of therapy. Also suggested is the marked limitation of the individualistic method of treatment as applied to cases of delinquency in which the behavior problem is a function of social processes, community-wide in their scope and influence. The volume is the product of the research and corrective agencies of Chicago, all assisting the division of the criminologist of the Illinois Department of Public Welfare.

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